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ABSTRACT

This document contains a Congressional hearing on the scope of the problem of adult and juvenile illiteracy and programs that are attempting to meet the problem. Testimony includes statements, prepared statements, letters, and supplemental materials from individuals representing the Department of Education; National Institute of Education; Literacy Volunteers of America, Inc.; the Enoch Pratt Library, Baltimore, Maryland; Department of the Army; Department of Adult and Community Education, State of Maryland; the Washington Education Project; Laubach Literacy Action; and the National Association for Public Continuing and Adult Education. (YLB)

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ILLITERACY AND THE SCOPE OF THE PROBLEM IN THIS COUNTRY

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HEARING

BEFORE THE

SUBCOMMITTEE ON
POSTSECONDARY EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-SEVENTH CONGRESS

SECOND SESSION

HEARING HELD IN WASHINGTON, D.C., ON SEPTEMBER 21, 1982

Printed for the use of the Committee on Education and Labor

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CONTENTS

	Page
Hearing held in Washington, D.C., on September 21, 1982	1
Statement of:	
Bell, Hon. Terrel H., Secretary of Education, accompanied by Robert Worthington, Assistant Secretary for Adult Education; Shirley A. Jackson, Associate Director, Teaching and Learning, National Institute of Education; and Paul V. Delker, Director, Division of Adult Learning, Department of Education	2
Eggert, Nancy, board of directors, Literacy Volunteers of America, Washington, D.C	56
Heiser, Jane, Enoch Pratt Library, Baltimore, Md	76
Kinzer, Nora, Deputy Secretary for Human Systems and Resources, Department of the Army, accompanied by Lt. Col. Clinton L. Anderson, General Staff, Chief, Program and Operations Division, Education Directorate, Adjutant General's Office and L. A. Ruberton, Military Personnel Analyst, Department of the Army	29
Koloski, Judy, State director of Adult and Community Education, State of Maryland	53
Manasa, Norman, director, Washington education project	30
Prepared statements, letters, supplemental materials, et cetera:	
Bell, Hon. T. H., Secretary of Education, U.S. Department of Education:	
"Ahead: A Nation of Illiterates?" article from U.S. News & World Report, May 17, 1982	16
Prepared statement of	10
"What It's Like When You Can't Read or Write," article from U.S. News & World Report, May 17, 1982	20
Eggert, Nancy, spokesperson, Literacy Volunteers of America, Inc., and Laubach Literacy Action:	
"A New Life For Me," pamphlet	63
"Illiteracy It Makes Us All Losers," pamphlet	70
"Michael Rawson's First Step," pamphlet	74
"Mobilized for Action," pamphlet	72
Prepared statement of	59
"What is LVA?" pamphlet	65
Kinzer, Dr. Nora Scott, Deputy for Human Systems and Resources, Office of the Assistant Secretary of the Army (Manpower and Reserve Affairs), prepared statement of	30
Koloski, Judith Ann, legislative chairperson, National Association for Public Continuing and Adult Education; State director, adult and community education, prepared statement of	55
Manasa, Norman, director, the Washington project:	
"Essay," from The American Newspaper Publishers Association, article entitled	40
Prepared statement of	38
The Washington education project (outline)	41
Simon, Hon. Paul, a Representative in Congress from the State of Illinois and chairman, Subcommittee on Postsecondary Education, opening statement of	2

ILLITERACY AND THE SCOPE OF THE PROBLEM IN THIS COUNTRY

TUESDAY, SEPTEMBER 21, 1982

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON POSTSECONDARY EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to call, at 9:30 a.m., in room 2257, Rayburn House Office Building, Hon. Paul Simon (chairman of the subcommittee) presiding.

Members present: Representatives Simon, Coleman, Erdahl, and DeNardis.

Staff present: William A. Blakey, majority counsel; John Dean, minority counsel; Betsy Brand, minority legal assistant, Maryln L. McAdam, staff assistant; and Gilda Terrazaz, congressional fellow.

Mr. SIMON. The Subcommittee on Postsecondary Education will come to order. The hearing we are about to convene addresses a problem that is vital to the economic and social welfare of this Nation. It is estimated that 10 to 25 million Americans are unable to read and write—although it is difficult to get any kind of solid statistics here.

An additional 35 million Americans can read at only the fifth grade level. This has serious implications, obviously, for the productivity and economic growth of our country.

The witnesses we have asked to testify today will be presenting facts on the scope of the problem of adult and juvenile illiteracy and describe a variety of programs which are attempting to meet the problem.

The ability to read and write has become essential in every facet of American life. It is necessary to read and write to fill out a job application. It is equally necessary to have those skills to fill out forms for unemployment. I can just use this illustration, I see it in my district. We are required to have consent forms before we can help people under social security or whatever the problem is. Frequently you will have people say, "Is it OK if my wife signs my name; is it OK if my husband signs my name." And you know the reason. And sometimes people will write their names very, very painfully, and you know it is probably the only thing that they write.

In almost every job writing skills above the fifth grade level are required. We are in a society where increasingly the demands are for skilled labor where certain types of minimal skills at least are required.

The area of our population which is perhaps hit the hardest by lack of adequate academic skills is minority youth. It is currently estimated that 47 percent of black 17-year-olds in this country are illiterate. I couldn't believe the statistics, but my staff says that there is no less an authority than the Department of Education. Mr. Secretary.

Secretary BELL. The same numbers in my testimony.

Mr. SIMON. That verifies it, for sure.

These individuals have limited potential for getting jobs or being productive citizens. Sometimes they end up in jail. It is estimated that over 60 percent of the Nation's prison inmates are illiterate. The country spends $6.6 billion to keep 700,000 illiterates in jail annually. Further, over 85 percent of the juvenile delinquents who go to court every year are either illiterate or functionally illiterate. The number of young people who are unable to read and write adequately also affects our military and our industrial capabilities. We will be hearing more about that very shortly. A GAO report several years ago pointed out that one of the major recruitment problems in a volunteer army was the number of illiterate applicants who had to be rejected or retrained.

Anyway, this is the problem we face. There are many programs that attempt to teach juveniles and adults to read and write, voluntary organizations have been in existence for years to promote literacy. However, the situation is so serious that voluntary efforts, as helpful as they are, seem to me to be no longer adequate. It is time for some type of a Federal level commitment to launch an attack on this problem. Precisely how we do it, I don't know. We are just feeling our way on that.

[Opening statement of Chairman Simon follows:]

OPENING STATEMENT OF HON. PAUL SIMON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS AND CHAIRMAN, SUBCOMMITTEE ON POSTSECONDARY EDUCATION

Good morning. The hearing we are about to convene addresses a problem that is vital to the economic and social welfare of this Nation. It is estimated that 25 million Americans are unable to read and write. An additional 35 million Americans are functionally illiterate and can read at only fifth grade level. This has serious implications for the productivity and economic growth of our country. The witnesses we have asked to testify today will be presenting facts on the scope of the problem of adult and juvenile illiteracy and describe a variety of programs which are attempting to meet the problem.

The ability to read and write has become essential in every facet of American life. It is necessary to read and write to fill out a job application; it is equally necessary to have those skills to fill out forms for unemployment. In my own district, I have repeatedly met with people who are unable to secure such benefits as Social Security and black lung. In reality, it turned out that their problem was not that they were ineligible for these benefits but that they could not properly fill out the required forms. In almost every job, reading and writing skills above the fifth grade level is mandatory. In days gone by, it was possible for a laborer to do manual work, such as digging ditches, without basic literacy skills. But today that laborer will not be using a shovel and pick axe. He will be using sophisticated, automated machinery which requires that the operator be able to read and understand various instruction manuals and instrumentations.

The area of our population which is perhaps hit the hardest by lack of adequate academic skills is minority youth. It is currently estimated that 47 percent of black seventeen year olds in this country are illiterate. By 1990, that figure may well be 50 percent or higher if current trends continue. These individuals have little or no potential for getting jobs or being productive citizens. All too often they end up in jail. It is estimated that over 60 percent of the Nation's inmates are illiterate. The

country spends $6.6 billion to keep 700,000 illiterates in jail annually. Furthermore, over 85 percent of the juvenile delinquents who go to court every year are either illiterate or functionally illiterate. The number of young people who are unable to read and write adequately also affects our military and our industrial capabilities. The Armed Forces and private industry both suffer from the lack of adequate personnel. A General Accounting Office (GAO) report several years ago pointed out that one of the major recruitment problems in a volunteer Army were the number of illiterate applicants who had to be rejected or retrained. Either alternative represents a significant cost.

There are many programs that attempt to teach juveniles and adults to read and write. Numerous voluntary organizations have been in existence for years to promote literacy. However, the situation is becoming so serious that voluntary efforts, as fruitful as they may be, may no longer be adequate. It may very well be time for a national, federal-level commitment to insure that the problem of adult and juvenile literacy in this country does not worsen and that current trends are reversed.

We welcome our witnesses here today. We are particularly honored to have a representative of the United States Army to discuss the problems illiteracy creates in the armed services. Let me now introduce our first witness, Dr. Terrel Bell, Secretary of the Department of Education. Dr. Bell, we are hopeful that your comments will provide us information about the seriousness of the illiteracy problem in this country.

Mr. SIMON. We are pleased to have some distinguished witnesses today and particularly pleased that our first witness is our old friend, Dr. Terrel Bell, the Secretary of Education. Pleased to have you with us again, Mr. Secretary.

STATEMENT OF HON. TERREL H. BELL, SECRETARY OF EDUCATION, ACCOMPANIED BY ROBERT WORTHINGTON, ASSISTANT SECRETARY FOR ADULT EDUCATION; SHIRLEY A. JACKSON, ASSOCIATE DIRECTOR, TEACHING AND LEARNING, NATIONAL INSTITUTE OF EDUCATION; AND PAUL V. DELKER, DIRECTOR, DIVISION OF ADULT LEARNING, DEPARTMENT OF EDUCATION

Secretary BELL. Thank you Mr. Chairman. It is a pleasure to be here with you.

I would like to introduce Dr. Robert Worthington, who is Assistant Secretary for Adult Education and then in case we can't handle all the questions, we have Dr. Paul Delker and Dr. Shirley Jackson behind us, that maybe can handle some technical details that we can't handle.

Dr. Jackson is from NIE and Paul Delker is the Director for Adult Education.

I have a 10-page statement. If it is all right, Mr. Chairman, I would like to casually review the contents of the statement, summarize it, and then respond to questions. It won't take so much time that way.

Mr. SIMON. That would be fine. Your full statement will be entered into the record.

Secretary BELL. I would appreciate that very much.

I think you will find that our testimony verifies some of the points that you were making in your opening comments, Mr. Chairman. I would like to begin by discussing the definition of illiteracy as we have been using it in the Department of Education and in other agencies. The Census Bureau defines a person as literate as anyone who has completed 6 years of school. That is for purposes of their count. Or someone who reports that they are able to read and write a simple message. So that is sort of the bottom, bare bottom, definition of illiteracy.

If we use that definition only, which we don't think we can use, we think we have got to have more competence than that in our society. But if we use that definition only then we would say that only 1 percent of our population or less than 1 percent was illiterate compared to 20 percent of the population in 1880 that hadn't completed at least 6 years of school.

As was pointed out in your comments, and we agree with them, we think you have to go deeper than that as you define illiteracy and we believe that the measure ought to relate to whether or not a person has enough education and has mastered enough of the basic learning skills so that they can function in a competent way in our society. So we have used functional competency or functional illiteracy in our definition and when you apply that measure of functioning effectively in our society, you get down to asking yourself what are those essential knowledge and skill capacities that will enable an individual to get by, at least on a marginal level, in our society; to function in the home and in the community and in the workplace in a way so they can perform at least at some minimum level of competence. And by using the definition of functional incompetence or functional illiteracy, we get to larger numbers and we find that those numbers are increasing.

I am sure that you have read as others have, the U.S. News & World Report item in their May 17 issue where they discuss the fact that maybe we are getting to be a nation of illiterates and raises the question about what we ought to be doing about this problem, which I know is the chairman's concern for holding these hearings.

And there have been other public attention, media and other sources, focusing on the problem. I would like to mention that Mrs. Barbara Bush, the Vice President's wife, has been a longtime crusader against illiteracy and I have discussed this with her at length. She is making an invaluable contribution, and all of us that are concerned about this problem, the Nation, in fact, owe her a debt of gratitude. Barbara Bush has taken this on as sort of a personal crusade and I respect and admire her for that.

I would like to discuss for just a moment the adult performance level study that was completed by the Department of Education. It was funded by the U.S. Office of Education and in fact my first time here, back in 1970, 1971, for about 7 months I was the Acting U.S. Commissioner of Education. We funded—we at least issued requests for proposals on a contract to study the problem of adult level performance competency back that far. It took a long time and a very complex study that the Office of Education and HEW supported before this very complex study was completed. And that was done in 1975 and it was reported then. And it just happens that at that time I was the U.S. Commissioner of Education during the latter years of the Nixon-Ford administration.

The University of Texas was the contractor for this study and they conducted a very, very comprehensive study. They defined literacy first of all on this other level, on this functional level that I have been discussing, as a means of being able to communicate, to make minimum level mathematic computations that you have to do in today's society, to do some minimal problem solving and in having interpersonal skills in five competency areas that they de-

fined, that would make it possible for a person to function on a minimal competency level in a way so they could take care of themselves and look out for themselves.

The adult performance level yardstick then that was developed out of that study and it was reported in 1975 is the one that we have been using, and in 1975 when that was reported, it was found that we had 23 million adults that functioned with great difficulty in our society. And this study, incidentally, established three adult performance levels in their definitions. And in our education jargon we refer to this as APL level 1. And that is the level where we say they are functionally incompetent or functionally illiterate.

Then there is another level above that that is APL level 2, where they can function in a get-by way but they don't function proficiently. In other words, their competencies aren't sharp enough for them to be able to read and comprehend lower level complexities, they are not able to use mathematics in a way where they can really advance themselves, but still you wouldn't consider them to be functionally illiterate. If we use APL level 2, which is still a low level of functional capability, you add another 40 million adults as not performing proficiently. Not illiterate, but in that in-between area of not performing proficiently and we refer to that as APL level 2.

If you add those two together, of course, in 1975 you have 63 million Americans that aren't proficient in meeting the educational requirements of every day adult life. Now, if we apply that—if we assume that that sample that was accurate then is accurate today and you projected that you could come to a number of 26 million people that are functionally incompetent and 46 million that don't function proficiently on the APL level 2, or you would come to a level of 72 million Americans who function at a marginal level of proficiency.

And I would like to emphasize, Mr. Chairman, we are not calling them illiterate. They can read and they can write, but as far as functioning in today's complex society that takes quite a high level of capacity, they are not able to perform in a way that we would call proficient. So you get to a large number when you come to that number. They are those that ought to be better educated, that ought to have better skills by a long ways than what they have. If you add to that pool the 400,000 immigrants that are coming into the country each year, and recently 100,000 to 150,000 refugees that are coming in that need services, then the problem even gets higher, related to that.

So we would want to indicate in our testimony that we do have, and as the chairman pointed out, we do have a serious problem of functional incompetency and illiteracy in the country at the present time.

I would like to move from that to a discussion of the problems related to this functional incompetency. They affect all aspects of our lives, as the chairman indicated in his comments, they certainly touch the armed services and I have been in contact and have discussed this problem with Secretary Cap Weinberger. They affect Government and how it functions and how enlightened our voters are, and how they can help in our participatory democracy. They certainly touch business and industry. They touch the family and

they touch the community in the ways that they function. So there really aren't any boundaries to what a serious problem this is. We find these individuals in our large cities, but we also find them in our small towns and our rural areas and all across the country.

As we talk about the difficulties that we face because of this, they are quite enormous. If we begin with unemployment, for example, we know from the Labor Department as we have talked to them about this problem, they estimate that up to 75 percent of those that are unemployed lack the basic skills of communication and personal relations and motivations and self-confidence and reading capacities and computing capacities to enable employers to train them and to use them effectively on the job. And so it gets to be a big problem there. Labor projections suggest that the number of unskilled and semiskilled jobs are going to shrink and we are all aware of that. In the next few years that is going to be accelerated as we begin to use more and more sophisticated machines and computer and robots to do some of the routine work that some of these individuals that are on the edge, the marginal edge, of competence.

And so even those jobs are going to begin to be unavailable to these people and it just indicates that those that are on the lower education levels of our society are going to be those that are going to be on the welfare rolls and they are going to be problems for us. They are the last to be hired and they are the first ones to be fired when we have the type of economy that we have at the present time.

On the other side of that, we know that the income of high school graduates are double those of the individuals that haven't completed high school. The day they indicate that, and the Census Bureau will soon have some more information, that will add to that. Even among those that are employed, those with—and this is no surprise to any of us—that measure up higher in that APL level that we are talking about, they make more money and they do better. Functional illiterates are those found on our public welfare rolls and as the chairman indicated, huge numbers of them are found in prison and the prime common denominator of all of that is the level of schooling that these individuals have attained.

And so it is a very serious problem and is a great drag on our society and on our economy. I would like to turn to that and talk about some of the more hopeful dimensions of this situation as we discuss what is being done and some of the things that we hope we can provide some leadership for in the Department. Of course, the thing that we emphasize, and it is part of the theme of this administration, is that education rests with the local school systems and with the States and what we do; we ought to be working through them and trying to help them and enhance their capacity to meet the needs of these individuals.

I think most of the people that are in this pool of functional incompetents today are individuals who were in school prior to the time that we have had the great concentration that we have on the education of the disadvantaged and the handicapped and a lot of the other unfortunate people in our society. And as I observe it and as I look at the numbers and the evaluation data, I think that we are going to gradually and steadily work our way out of this problem; surely not soon enough that we ought to be complacent about

it. But I don't think that those that are now in the school system and those for which the school systems have responsibility are going to be coming out with the incompetencies that we have had in the past. It is a rare, very rare, individual today who doesn't complete at least 6 years of schooling. And the compulsory attendance laws in all of the States and many other concerns in that regard are going to cause this lowest level of illiteracy to be eradicated considerably.

But the flip side of that remark is that every year our society gets more complex, every year the skills required to succeed in today's world are notched higher. And so we have an increasing demand for even better education as we see ourselves coping with some of those problems.

In 1980, under a contract that our research under the National Institute of Education had with the Education Commission of the States, they operate the national assessment of educational progress under contract with NIE, and in 1980 they conducted an assessment of the attainment capacities of 17-year-olds and 13-year-olds and 9-year-olds. And it was out of that, Mr. Chairman, that we received the report that 47 percent, shocking as that number is, of black urban youth are functionally illiterate if we use this APL definition that we are talking about. And that relates to the 17-year-olds.

Vast numbers of dropouts—now we have been increasing our holding power there and so we are coming at that problem a little bit. As contrasted to that, the same study indicated that 9-year-olds and black 9-year-old students have been the group that have been making the greatest amount of progress in increasing from the level that they are up to another level. And so as a result of our title I support and the concentration on this, many States have passed their own supporting legislation in this area. We see as we look at the 9-year-olds and the 13-year-olds out of this same study, that we are doing a lot better job.

And so I just emphasize that as we talk about the gloomy nature of this that I think we are coming on, and the school systems of this country are coming on at long last, they are requiring minimum competency examinations to get a high school diploma; there is more accountability than we have had ever before in our schools and we are working and emphasizing with local school boards the necessity that we think they have since they are the policymaking body to be setting standards and to have it in their policy manuals and to lay out measures so that we will do a better job of reaching these individuals.

A study conducted by Dr. Donald Fisher of the University of Michigan under contract again with NIE, our research arm, done in 1978, estimated that functional illiteracy among high school students, high school graduates, was less than 1 percent. This was a special study that we commissioned at that time, or our predecessors did. And so that is encouraging.

Now, those are the high school graduates. They also found in that study that 5 percent of the students in high school were functionally incompetent or functionally illiterate but out of those that graduated, only 1 percent would fall below that measure. And so as I talk about this problem, I don't want my testimony to come

through as an indictment of our schools and what they are doing. We haven't been on top of this problem back through the years, like we are now. I think we are doing a lot better job today. Now that doesn't address that population that is out there, that all of us need to be concerned about, but I would want to emphasize as I talk about the problem that the schools have been coming on to it in a much more aggressive way recently. And I think the study at the University of Michigan done by Dr. Fisher verifies that. Now that, Mr. Chairman, is a 1978 study.

In most of the States now they have programs where they are testing and they are requiring more than attendance of so many days at school to graduate. And that is starting to put motivation and encouragement and performance standards in places where they ought to be. So we think we are at long last doing a better job on this than we have done in the past and I emphasize again that doesn't address vast numbers that is out there that I talked about that we need to be concerned about.

Our adult education law that was passed in 1965 has done a lot of good matching up with money out on the State and local level in meeting some of these problems. We estimate that 20 million educationally disadvantaged adults have been touched by this program and that they have been helped considerably by it. The current level of participation under the program that isn't just our money, it is the money there plus the money coming out from the State and local levels, that we are reaching approximately 2 million adults a year.

Now as we look at the numbers that the chairman pointed out in his opening comments and those that I have been talking about, the 2 million a year isn't going to bring about an instant correction of the problem we are talking about. But at least we are getting at some of these and it isn't a situation that is sitting there as a problem. We continue to be concerned about the limited English-speaking individuals that come into this country. About 400,000 of them a year and we need to be reaching more of them and there are large numbers of them being involved in our adult education programs based upon some 1980 data.

We think that the efforts and the concentration of the money out of our Vocational Education Act programs also have been helping in that regard. We think there is a close tie-in between vocational education and adult education. We think adults when they learn that they can't get a job or they can't hold a job, or they have a menial job that really isn't supporting them, that then they have more motivation to attain higher level occupational skills and we think that is a good place where we can tie adult education in with the other. When a person is training to be a machine operator, they see the need for mathematics and so they have a desire to try to attain some level of mastery. If you are studying the mathematics in the abstract and you are not an academically talented and an academically inclined person, then you won't be coming at this problem with the enthusiasm and the motivation that you will when you have the applied aspects of it.

So we see a good tie-in there with the moneys that we have and I emphasize that our Federal appropriation in vocational education is matched 10 to 1 by the local and State moneys that are put up

and so ours is money that has an enormous amount of leverage with it. We would emphasize inconclusion then that although the basic responsibility is a State and local one in our view all of us who are concerned about this, certainly the Department of Education, and other Federal agencies that administer programs where they have to relate to this age group need to help in the fight against functional illiteracy.

And we have here some numbers from other sources. The Department of Defense is offering instruction to 220,000 individuals in their program and they are spending about $55 million on this and $15.5 million for instruction and instructional materials. Office of Refugee Resettlement is spending a small amount of $3.4 million and the VA GI bill we think of that as on the college level but there are many veterans that are getting basic instruction and they estimate that $26.5 million out of this is going into serving students on this level.

We find a great amount of volunteer effort going into this problem and a lot of public concern about it and we have a 1981 survey—I won't go into the details in the interest of time—where there is a considerable amount of volunteerism in meeting the problems. I just say then in concluding my comments that in the Department of Education, we are deeply concerned about the problem of adult functional illiteracy. Dr. Worthington who is with me here is launching some efforts now to provide leadership and to try to coordinate with State and local education entities in seeing if we can help to get a major attack upon the problem. We want to foster collaborative efforts with the public and private and voluntary, and even the military sectors in helping to solve the problem we are talking about.

I might just indicate parenthetically that a couple years ago the National Institute of Education worked with the Navy Department and developed some computer programs that have been extremely successful in helping people that are functionally incompetent to increase their basic skills. And so we have developed materials and we have worked with others in providing some potential that we think is going to do a great deal to help us in meeting the problems that we have there.

We need to lend more encouragement and some way devise a way to give greater incentive for State and local governments to be more responsive to this problem than they are, as well as our being more concerned about it. The cost of functional incompetence and functional illiteracy are enormously significant and it needs our serious return and concern. The return on the investment from attacking this problem is very encouraging. We think that some of the concern that we have for unemployment is really not going to be solved until we can do something about the large numbers of individuals who are just not functioning on a level of competence where they can get and hold jobs in our society. And as the numbers of those types of jobs decline we are going to be needing to do more in education in the entire American education enterprise to reach out and meet those difficulties.

So we express our appreciation for the fact, Mr. Chairman, that your subcommittee is concentrating on this problem. We agree with you that it is a serious problem and all of us ought to be con-

cerned about it and we certainly want to do everything that we can in the Department of Education within the confines of the very tight and tough fiscal picture to do more to meet the difficulties.

I appreciate the opportunity to offer this opening statement and Dr. Worthington and I would be pleased to respond to questions.

[Prepared statement of Secretary Bell follows:]

PREPARED STATEMENT OF T. H. BELL, SECRETARY OF EDUCATION, U.S. DEPARTMENT OF EDUCATION

Mr. Chairman and Members of the Subcommittee: I welcome the opportunity to be here with you today to talk about a major problem facing this country; in fact, one that is facing the world. That problem is illiteracy. UNESCO statistics indicate that one-third of the world population is unable to read or write.

SCOPE OF THE PROBLEM

First, what do we mean by literacy. The older definition deals with the basic ability to read and write. In fact the United States Census defines as literate anyone who has completed six years of school, or who reports being able to read and write a simple message. By this definition in 1880, 20 percent of our total population was illiterate. By 1970 only one percent was illiterate.

However, in the United States, and indeed in all developed countries, we must consider literacy not only on the basis of a fixed inventory of skills—reading and writing, but we must also concern ourselves with the needs and demands placed on individuals in our society. Today's post-industrial society is based on rapid technological change and instantaneous communication. Our society demands continuous learning as a necessity for personal survival, effectiveness, and fulfillment. Thus we must define literacy by stressing its functional aspects—possession of the essential knowledge and skills to enable an individual to function effectively in his or her environment—the home, the community, the workplace.

The number of adults in this country who are functionally illiterate is large—and it is growing. The problem is generating widespread concern. The media, newspapers, magazines, television, and radio—are informing the public of this growing problem. I call to your attention and submit for the record an article in the May 17 issue of U.S. News & World Report entitled "Ahead: A Nation of Illiterates?" I hope that this Subcommittee's deliberations will serve as an impetus toward helping solve the problem. Mrs. Barbara Bush, wife of the Vice President and a longtime crusader against illiteracy, is making an invaluable contribution toward national exposure of the problem. The Nation is appreciative of, and grateful for, her assistance.

Let me share a few statistics to help show the scope of the problem.

You are probably familiar with the Adult Performance Level study (widely known as the APL study), funded by the Office of Education and reported in 1975. APL defines literacy as communication, computation, problem-solving and interpersonal relations skills in each of five competence areas: government and law, health and safety, occupational knowledge, consumer economics, and use of community resources.

Using the APL yardstick in 1975, an estimated 23 million adults functioned with great difficulty in our society (APL Level 1). These are the people that we can accurately call "functionally illiterate." An additional 40 million can function but not proficiently (APL Level 2). This would total 63 million Americans not proficient in meeting the educational requirements of everyday adult life.

Since the APL study was made, the U.S. adult population has increased substantially. If the APL sample is still representative, 26 million people are functionally illiterate today and an additional 46 million do not function proficiently, for a total of 72 million Americans who function at a marginal level or below.

In addition to this pool of Americans in need of basic education, each year there are also 400,000 immigrants and in recent years between 100,000 and 150,000 refugees being added to those needing these services. The problems of immigrants and refugees are multifold. If the immigrants and refugees cannot communicate in English, they may feel "shut out" from most opportunities available in the United States. They would also miss information and meaningful contact with other Americans. Their customs, beliefs, and cultural characteristics may be quite contrary to those found in their new homeland. Their job skills may not be transferable. Many of these individuals made a living for themselves and their families in ways that are

not comparable to work here. The problems are multiplied for those immigrants and refugees who are illiterate in their own language.

The problems associated with functional illiteracy assault all segments of life—the armed services, government, business and industry, family, and community. There are no boundaries; functional illiteracy is prevalent in the large cities, small towns, and in the countryside.

Now let us consider more specifically the effects of functional illiteracy on society. We might begin with unemployment. Of the Nation's unemployed, the U.S. Labor Department estimates that up to seventy-five percent of them lack the basic skills of communication, personal relations, motivation, self-confidence, reading, and computing that would enable employers to train them for the jobs that will open up in the next few years. Labor projections suggest that the number of unskilled and semi-skilled jobs will shrink in the next few years as computers and robots are more comprehensively utilized in factories and offices. Certainly, all persons unemployed do not lack an adequate education but it is true that those with lower educational levels are the last to be hired and the first to be fired.

For the unemployed, greater educational attainment yields greater earned income. Incomes among high school graduates are double the incomes of those who have not completed grade school. Census data indicate that even among people holding the same job the ones with greater educational attainment earn higher incomes.

Another effect of illiteracy is the disproportionate percentages of functional illiterates on the public welfare rolls and in our criminal institutions. Although people go on welfare for a wide variety of reasons, across the board, for men and women, for blacks and whites, and for all age groups, a prime common denominator is the level of schooling attained. The proportion of persons with fewer than six grades of school on public assistance is more than double that among those with six to eight years and almost four times that among those with nine to eleven years of school. With regard to crime and its related cost including imprisonment, lost income of the prisoner, law enforcement and court costs, and welfare expenditures to the prisoner's family; this nation in 1970 expended an estimated $10.4 billion. This expenditure, certainly in part, is related to inadequate education.

Other examples could be provided; however, let's proceed with the consideration of what is being done to overcome illiteracy.

EDUCATIONAL PROGRAM ADDRESSING THE PROBLEM

First, lets consider local schools and basic literacy skills. The fundamental responsibility to provide an education lies with the local school systems of this nation. It is to these systems that we must look to avoid illiteracy among students who attend them. By and large, these systems are doing a good job—and their record is improving. It is the very rare individual today who does not complete six years of school; even the most profoundly impoverished and handicapped have a right to an education in this country. The rates of illiteracy go down steadily with each younger age-group in the population. The coverage of our educational system seems to be heading off illiteracy among young people. Nonetheless, the one percent who are still fundamentally illiterate represent one and one-half million people, many of them among our older citizens and the disdvantaged.

As you well know, schools have been criticized for graduating large numbers of functional illiterates. Studies have reported that anywhere from 2 to 13 percent of high school graduates were functionally illiterate. Although a great deal of progress has been made in the eradication of functional illiteracy, the National Assessment of Educational Progress study of 17 year-olds reports that 47 percent of Black urban youth are functionally illiterate. However, almost as a counterbalance, the NAEP study of 9-year-olds reports the greatest progress in reading and writing has been made by 9-year-old black students in the Southeast.

A 1978 study supported by NIE examined estimates of functional illiteracy among high school students and concluded that less than one percent of high school graduates were actually functionally illiterate; five percent (one in twenty) of youth in high school were found to be functionally illiterate, but they were typically students the schools were attempting to serve in some way—retaining them and working with them in special programs. In many States, competency-based education programs have been established, aimed at the basic literacy and life-management skills needed to survive. In some States with such programs, the numbers of students passing the tests has been going up since the testing began. This indicates, in the absence of regular surveys, that functional literacy among high school students may be improving. As a result, our youth are being better prepared to perform a job and to manage their affairs.

State, local and Federal collaborative efforts are working on the problems brought about by illiteracy. We believe the proposals of this Administration, enacted in the Education Consolidation and Improvement Act will improve the capability and flexibility of local school systems to concentrate on the fundamentals of education. In addition we have given strong support for Chapter I programs for the educationally disadvantaged and believe a responsibility of the Federal government is to distribute to school districts around the nation the innovative and positive Title I programs which are working and are making a difference.

One of the older programs to help combat illiteracy is that authorized by the Adult Education Act (Public Law 91-230, as amended). This program provides basic education through the twelfth grade competency for out-of-school adults sixteen years of age and over. The legislation has been in effect since 1965. During this intervening period the program has provided educational opportunities to an estimated 20 million educationally disadvantaged adults. The current level of participation is approximately 2 million adults a year. For fiscal year 1983, the funding level is $86.4 million.

Many participants enter with a specific objective in mind, such as obtaining a driver's license. Some leave the program after fulfilling a personal goal that enables the participant to cope better with life responsibilities. Others may separate from the program for work-related reasons.

Some program statistics for 1980 are representative of the main effects of these adult education progams: Some 90,000 participants got a job as a direct result of being in the program and about 55,000 were promoted to better jobs. In addition, 115,000 adults enrolled in other training programs at the conclusion of their adult education studies.

Of those participating in the adult education program, almost 35,000 persons were removed from public assistance roles in 1980. Others made such personal gains as getting a driver's license (30,000) and learning to do income tax forms (100,000). Just under 25,000 participants registered to vote for the first time as a result of adult education. Enrollments of institutionalized adults (adults in prisons or hospitals) were reported as 136,000.

In 1980 a conservative estimate of over 400,000 limited-English-speaking adults were enrolled in adult education courses and about 12,000 adult education students became U.S. citizens.

The improvement of educational opportunities for adult Indians is also authorized by the Adult Education Act. In 1982, just under $5 million provided basic literacy and high school equivalency programs for that population. Instructional programs of high interest to Indian communities, such as legal education, consumer education, and vocational counseling, are being adapted to adult education curricula.

Another major Federal effort aimed at alleviating adult illiteracy is the Vocational Education Act of 1963, as amended.

Vocational education, through its many programs, services, and activities, has the primary mission of preparing persons of all ages in all States for work, while also emphasizing equal educational opportunities for males and females, the disadvantaged, the handicapped, students with limited English-proficiency, Indians, and the incarcerated. Vocational education also retrains and upgrades adult workers to help them keep abreast of the changing needs of business and industry. These programs are designed to provide incentives that encourage workers to acquire new, higher-level skills which will enable them to work in occupational areas where the greatest expansion is expected in the future. These efforts help to reduce the number of workers who are displaced, unemployed, or underemployed because their skills are no longer in demand.

In addition to occupational training, the Act supports basic skills and remedial instruction for adults. The estimate of the Federal contribution to that instruction is $26 million for the current year. As you well know, the State and local expenditures for vocational education overmatch Federal appropriations by a factor of ten-to-one. This is an established program in the States and localities and one which receives the strong local support it deserves. In addition it is a program which has a great deal of potential for cooperation between local school systems and the private enterprise community as D.C. School Superintendent Dr. Floretta McKenzie testified before the Vocational Education Subcommittee last week.

Although the basic responsibility is State and local, other Federal agencies also administer programs to assist in the fight against functional illiteracy. Some examples are—

Department of Defense—Basic skills instruction for over 220,000 students at a cost of $55 million for student salaries and $15.5 million for instruction and materials.

Office of Refugee Resettlement, $3.4 million.

Veterans Administration, GI Bill for instruction through the secondary school level, $26.8 million.

There are others, but I cite these to show that efforts are underway. But with the ever-advancing technology, the rolls of Americans who are functionally illiterate will be on the rise.

NEW INITIATIVES

The increase in these rolls must be countered with new initiatives at all jurisdictional levels of government.

Voluntarism, while not a new initiative, is one that is receiving an added impetus. Much of this is due to the personal advocacy role of President Reagan. The return to private sector problem-solving and the demand on local communities to meet human needs has brought a new era of volunteer involvement.

A 1981 survey indicated that 52 percent of all U.S. adults volunteered in that year; 12 percent in educational activities.

Voluntarism is not new to the adult education community. However, its current growth, represents an effort to cope with the rate and complexity of changes occurring in U.S. society and with diminishing program budgets that are plaguing administrators of adult education programs. Volunteers are a valuable resource to, and an integral part of, these programs. National networks are being formed to foster the sharing of ideas, materials, and technical assistance. New national, State, and local associations will provide leadership in the implementation and management of volunteer programs.

A new consolidation effort, now pending before the Congress, will also have an effect on adult literacy. This legislative proposal supports adult basic and secondary education as part of a vocational and adult education consolidation. The purposes of this proposal are to increase flexibility, reduce costs at all levels of government and redirect Federal support to focus on the role of adult and vocational education in local, State, and national economic development. Adult education would benefit from a minimum of 13 percent of the total appropriation. However, States would have the discretion to use additional funds for adult education programs depending on the needs and priorities of individual States.

And lastly, I would like to share with you the Department of Education's plans to coordinate an attack on the problem of adult illiteracy. Beginning with a roundtable discussion, the Department's Office of Vocational and Adult Education, under the leadership of Assistant Secretary Bob Worthington, will seek the counsel of representatives of various sectors of society concerning the illiteracy problem in this country. Our objective is to foster a collaborative effort among the public, private, voluntary, and military sectors in more effectively addressing illiteracy through adult education. We are also interested in using every possible mechanism to provide an incentive to State and local governments to be more responsive to the needs to reduce illiteracy. We are especially intent on creating new alliances among all elements in our society who have a stake in this problem.

The costs of functional illiteracy are significant; and there are costs attached to attacking the problem. But there are returns on the investment. There are returns to the person who becomes functionally literate; there are returns to State and local communities. It is not difficult to recognize such returns with regard to employment, economic prosperity, defense preparedness, and security from crime. But there are long-range returns also, such as increasing the educational level of future generations. Educational attainment and success of one generation is directly related to those factors in the next generation. A few years ago, a study on Education and Poverty found that two additional years of education by parents results in 1.1 additional years of education for each child of those parents.

An individual expects a return on his time and effort in education and training. And rightfully so. Society also expects a return for its investment. And rightfully so.

Thank you for allowing me to talk with you concerning functional illiteracy in the United States today. I will be happy to answer your questions.

Mr. SIMON. We thank you very much for your testimony.

I agree that the return on the investment here is very appreciable. I am just doing a little doodling here. If there are 500,000 black 17-year-olds, 47 percent, and I don't know what the right figure is, I am just picking a figure out of the air—40 percent functionally illiterate, if they live to an average of 75 years, you are talking about 12,620,000 personyears that we are talking about, just in that

one small group. And when, as you have pointed out, when we add the employment factors, the crime factors, all those other things, it does seem that we ought to be thinking about something more than we are doing now. And I don't have that answer. I guess my first question is, Do you think what we are doing is adequate? Let me start with that.

Secretary BELL. I don't think it is. I think the problems that we have are—and those numbers are so large—that we ought to be doing much more than we are doing and I use that term "we" to include all of us that are in the American education system. The Department of Education, State education agencies, the State legislatures, the local school systems. I think we ought to be working at the problem.

I would emphasize, Mr. Chairman, that I think the resources that we have are not being utilized as effectively as they should. Right now we are involved in a study that I have ordered to be completed, an appraisal of the most effective title I programs, an updating of that. There are some title I programs that are just outstanding in their success, in their low cost and their high successful rate, or high success rate, I should say.

There are other title I programs that aren't that successful and the problem we have now is to persuade school systems, especially the great city school systems. To be more open in changing what they are doing and to utilize the more successful programs that we have. We have a Deputy Assistant Secretary in the Office of Elementary Secondary Education and her full-time responsibility, and her staff, is to try to move us in a direction where we can call attention and disseminate the results of the more successful title I programs. This in and of itself I think will have considerable significance.

Mr. SIMON. I want to make clear that when I ask you whether what we are doing is adequate, my impression is—and I am not picking on this administration—we just have paid attention to this problem over the years. We hide it away and we get a few people like you, Dr. Worthington, meaning no disrespect, to work on it so that we think we have done something. But we have helped our conscience more than we have helped the problem. There are encouraging signs as to what is happening currently in education. I understand that today they will be announcing the SAT scores are going to be going up for the first time in 19 years.

Secretary BELL. Very much so. And this is great encouragement to us. But we hadn't ought to rest on that, as we talked about this problem.

Mr. SIMON. It seems to me that obviously you have to prepare those who are now coming up more adequately, but there is this tremendous reservoir of people. When you say we are not using the resources that we have, it does seem to me that somehow we ought to be encouraging our community colleges, our school systems, our libraries, and even a rather tremendous resource that we have, unemployed people, to teach others. During the WPA, 2½ million adult Americans were taught how to read and write by unemployed people teaching others. I don't have any specific solutions here, but the purpose of this hearing is just to start probing and to

suggest that there is a problem that we had better face up to more adequately than we have.

Secretary BELL. I think the fact that you are holding these hearings are going to be helpful to us, Mr. Chairman. And I appreciate the fact that——

Mr. SIMON. I hope so. Incidentally, you mentioned the U.S. News & World Report article which was an excellent article, and I want to insert that in the proceedings here, too.

[The article follows:]

AHEAD:

A Nation of Illiterates?

The growing number of Americans who can't read or write properly is generating widespread concern. A major worry: There won't be enough people equipped to handle complex new technology.

Dennis, an 18-year-old New Yorker who dreads using the subway because he can't read the names of stations.

A top Eastern law firm hired a professional writing instructor to work with freshly recruited lawyers because, the firm's founder says, "Many of the new graduates cannot write."

A 21-year-old high school teacher cannot compose an organized paragraph and has no understanding of grammar or punctuation.

These increasingly typical cases illustrate a potential crisis for America: Growing numbers of functional illiterates who cost the nation many billions of dollars and a grave toll in unfulfilled lives.

Today, a staggering 23 million Americans—1 in 5 adults—lack the reading and writing abilities needed to handle the minimal demands of daily living. An additional 30 million are only marginally capable of being productive workers. Thirteen percent of high school students graduate with the reading and writing skills of sixth graders. More than one third of adults have not completed high school.

Demographers say the number of illiterates is steadily mounting, swelled by nearly 1 million school dropouts a year and also by immigrants from Latin America and Asia, many unable to read and write in English or their own languages.

These functional illiterates exact a high national price. One estimate places the yearly cost in welfare programs and unemployment compensation due to illiteracy at 6 billion dollars. An additional 237 billion a year in unrealized earnings is forfeited by persons who lack basic learning, according to Literacy Volunteers of America, a private nonprofit literacy program based in Syracuse, N.Y. Local school officials fear that the problem could worsen in the wake of Reagan administration proposals to curtail federal efforts to aid schools in teaching basic subjects, including a sharp cut in adult education funds.

Poster in Florida: A renewed effort to reach the hidden victims of illiteracy in the nation.

Another disturbing result of illiteracy is pointed out by Barbara Bush, wife of the Vice President and a longtime crusader against illiteracy: "Most people don't know we spend 6.6 billion dollars a year to keep 750,000 illiterates in jail," says Bush. "I'm trying to remind people that there's a direct correlation between crime and illiteracy, between illiteracy and unemployment."

At the same time, businesses are having more and more trouble finding employes properly trained in composing or even understanding written sentences and working with computerized data banks. Labor experts worry that such difficulties could put the U.S. at a disadvantage in competing with other technologically advanced countries.

Paul Copperman, author of *The Literacy Hoax* and a leader in illiteracy research, warns that the economic and technological drag is likely to worsen. The steady decline in academic standards since the early 1960s, he notes, may mean that "we as a society will be compelled to support an increasing percentage of dysfunctional or only marginally functional citizens."

"A Form of Social Dynamite"

A Youth Literacy Task Force in New York City reported in April that 8 percent of that city's youths between the ages of 14 and 21 are illiterate—a proportion typical of most other urban areas in the United States. Such persons, the report said, "constitute a form of social dynamite" that threatens to explode in joblessness, despair and violence.

In Detroit, a young man describes the anguish of applying for jobs: "I would call companies and ask if the applicants had to fill out forms. If it was required, I would pass up the opportunity. About the only thing I was sure I could spell right was my name."

Among principal reasons cited for the growth of illiteracy: Increased dependence on television; chronic, substandard reading and writing habits of millions of young people in poor neighborhoods, and the failure of many families and schools to cope with the problems.

Scholars say results with the basic building blocks of learning—reading, writing and computing—continue to lag behind expectations. A new study also points to a growing number of young Americans who can decipher printed words but cannot comprehend or think clearly about what they have read, as detailed in the box on page 56.

"What we are creating is a kind of semiliteracy—a breakdown in the way we communicate with one another," says Lois DeBakey, professor of scientific communication at Baylor University College of Medicine and a leading authority on literacy problems. "Our regard for language has become so debased that it is destroying the ability even of educated people to evaluate ideas rationally."

Problems of inadequate literacy pervade the schools and virtually every segment of life—the military, business, government and the professions. Examples:

▪ Instructional materials of the armed forces increasingly resemble comic books, with pictures and sim-

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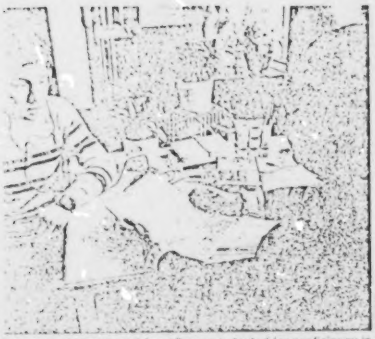


A 19-year-old immigrant from Taiwan is tested for proficiency in English by the San Francisco school district.

sified language used to assist recruits who have reading deficiencies. One Army manual has five pages of pictures to show a soldier how to open the hood on a truck.

• Thousands of U.S. companies felt compelled to set up remedial courses in basic subjects in recent years, according to a Conference Board estimate. An executive with Prudential Insurance Company in Houston explains why: "We feel we have to play a little catch up with these people, giving them some of the training they missed in 12 years of school." At another company, an illiterate worker was killed because he couldn't read a warning sign.

• An estimated two thirds of U.S. colleges and universities find it necessary to provide remedial reading and writing courses for students. Nearly half of the freshmen at the University of California at Berkeley, which draws from the top one eighth of high-school graduates, are placed in remedial composition classes.

• For several years, college-textbook publishers have been diluting their products with increasingly simplified language, bigger pictures and less complex writing. Publishers say the trend, known in the trade as "dumbing down," resulted because today's undergraduates cannot handle difficult material.

Such poor performance has a strong ripple effect. Newspaper readership, for example, has been declining since the 1950s, with the sharpest drop occurring in the past decade. Only about 55 percent of adults now look at a newspaper every day. Among persons in their 20s, only 40 percent read newspapers. Editors say this was a big factor in the recent closings of major newspapers in Minneapolis, Washington, D.C., and Philadelphia. In addition, unit sales of books have been flat for nearly a decade.

How Big a Problem?

Conventional illiteracy—the inability to read or write a simple message in any language—has virtually disappeared in the United States. The Census Bureau defines an illiterate as someone at least 14 years old who has not completed the fifth grade. By that standard, illiteracy afflicts less than 1 percent of the population, making the U.S. one of the most literate nations in the world. But researchers say that standards of literacy used in underdeveloped parts of the world are no longer useful in the U.S., because Americans need to be able to apply reading and writing skills to increasingly complex tasks. For that reason, educators use the term *functional* literacy as a gauge of skills needed for an individual to perform productively in society as a citizen, family member, consumer and worker. Asserts Dorothy Shields, director of education for the AFL-CIO: "By the 1990s, anyone who doesn't have at least a 12th-grade reading, writing and calculating level will be absolutely lost."

Recent studies indicate that functional illiteracy is spreading. Examples: A person now needs to read at a sixth-grade level to understand a driver's license manual, at an eighth-grade level to follow the directions for preparing a TV dinner or to read a federal income tax form, at a 10th-grade level to interpret the instructions on an aspirin bottle, at a 12th-grade level to understand an insurance policy, and at college level to figure out the meaning of an apartment lease. By those measurements, say experts, more than half the adult population could be considered functionally illiterate, depending on the task.

Larry Mikulecky, a professor at Indiana University's education school, says the number of functional illiterates probably will continue to rise. He explains: "Illiterate high-school graduates are only the tip of an iceberg that includes auto mechanics unable to comprehend repair manuals, bureaucrats unable to follow written policy changes, technicians unable to read and understand safety precautions for oil pipelines or nuclear power plants, and anyone else who has found the literacy demands of a job outstripping his or her abilities."

The most recent major study of illiteracy, the Adult Performance Level Project at the University of Texas, surveyed adults nationwide and found that 20 percent could not interpret a bus schedule, understand a printed explanation of finance charges or address a letter so that it would reach its destination.

The problems of illiteracy are felt most widely among minorities. Fifty-six percent of Hispanics in this country are considered functionally illiterate, as are 44 percent of blacks, compared with 16 percent of whites. Women are

more likely to be illiterate than men, and a higher proportion of illiterates are likely to be residents of rural areas. Poverty usually accompanies illiteracy. Forty percent of adults with incomes under $5,000 are functionally incompetent, compared with only 8 percent of adults with incomes above $15,000.

Trouble on the job. Persons unequipped with basic skills are at a constant disadvantage in the job market, particularly in a troubled economy. The least educated are the last to be hired and the first to be fired.

Many employers say they simply cannot afford to hire nonreaders. An official of Amtrak in Chicago points to a food-service worker who was on the verge of being disciplined for burning a number of roasts so badly that they had to be thrown away. "It turned out he had not been able to read the recipe and so had not prepared the food at the proper oven temperature," the official says. Amtrak decided the employe had not been willfully neglectful and arranged for him to take remedial reading classes.

More and more "educated" people also are failing to measure up to minimal standards. Academic performance across a wide spectrum has declined to the point where educators frequently refer to "illiteracy" in math, science and languages. A recent report by the Carnegie Foundation for the Advancement of Teaching warned that "civic illiteracy" threatens the U.S. as "technocrats" increasingly take over... he policy debates, use language most citizens do not understand and "confuse rather than clarify issues."

"In 1979, millions of Americans sat uneasily in front of their television sets as the Three Mile Island crisis unfolded, listening to strange talk about 'rems' and 'cold shutdowns' in what sounded like a foreign language," the report noted. "The truth is, it was a foreign language."

Unless Americans find better ways to educate themselves as citizens, the report concluded, the nation runs the risk of drifting unwittingly into "a new kind of dark age—a time when small cadres of specialists will control knowledge and then control the decision making process."

Why Literacy Is Declining

In a cross-country survey of English teaching in U.S. classrooms, Arn and Charlene Tibbetts reported on a teacher who could not write properly. "At college, I just put commas where I felt they ought to go. I teach sentences by the way they sound to me," she explained.

"No wonder illiteracy is catching," observed the reporters, professors at the University of Illinois and co-authors of the book *What's Happening to American English?* "One can pass it around in society like a virus. That teacher was a carrier and disseminator. From her, students caught the malignant sentence fragment, the chronic incoherency and the incurable dangling modifier."

Thousands of such teachers are often cited for contributing to the drop in literacy standards. In turn, many educators blame television, social permissiveness and family background for disparities in academic performance. High rates of television viewing from an early age can make students passive in school and can produce a "video literacy" that does not respond well to printed text. Victor Walling, senior strategies analyst at SRI International, a California management consulting firm, says English prose will increasingly be marked by short sentences, monosyllabic words and streamlined symbols that do not have to be read. "We'll move back toward hieroglyphics, to a combination of oral language heard on the airwaves, written language and pictures on a computer screen," says Walling. "We already see symbols taking the place of words on road signs, restrooms and TV commercials."

But most analyses of the literacy crisis hold that better teaching is the key to overcoming the habits of the TV generation and improving the way Americans communicate and think. Says Dean C. Corrigan, head of Texas A&M University's education school: "Once you get kids in school, you have to provide some quality education. The key to that is good teachers. If we don't do something about that, the illiteracy problem is not going to be solved."

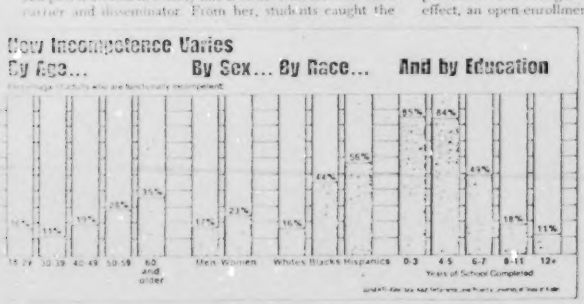
One of the most perplexing problems is that undergraduates who choose teaching careers are often among the least talented academically. Last year, education majors scored an average of 391 on the verbal portion of the Scholastic Aptitude Test—53 points below all others taking the test and among the lowest in any academic field.

Baylor University's DeBakey believes there will be little improvement in teacher quality until teaching is restored to a position of esteem and there are considerable increases in salary. "We pay teachers less than meatpackers, less than garbage collectors in many cities," she says. "How do we expect to attract top-quality teachers when they can get a better paying job in private industry? If our society wants its young people to read and write skillfully, we must elevate literacy to a position of esteem."

Back to basics. By the time students reach college, increasing numbers have to take "developmental studies," a euphemism for remedial work. At the University of Missouri at St. Louis, half the freshmen are placed in a remedial course. Forty-two percent of Ohio State's freshmen had to take remedial English or math, at a total cost of between 10 and 12 million dollars. One reason for the trend: About 80 percent of U.S. colleges accept everyone who applies—in effect, an open-enrollment policy. Comments Diane Ravitch, an educational historian at Columbia University:

"What we have is an inexorable push toward lower and lower requirements to remain in college, because the colleges have gotten themselves tied into a pork-barrel approach to education, just to keep the seats filled."

Another reason cited for the drop in literacy is a decline in standards for conversation, personal letter writing and literature. The outpourings of advertisers, bureaucrats and computer experts are widely faulted for errors and imprecision. One recent national ad-



22

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for example, extolled a restaurant chain with the jingle "Ain't no reason to go anyplace else." Another new slogan: "Everybody deserves a chance to make it on their own."

Leon Botstein, president of Bard College, says: "We speak increasingly in telegraphic prose and shorthand. Extended conversation is no longer essential. What we have are things like 'getting it together' and 'wow'—words that have no inner content. Occasions when a person speaks in complete sentences are few." Botstein warns that if such truncated speech continues to spread, Americans "could become illiterate in their native tongue."

Combatting the Problem

The nation's attack on illiteracy is strewn with unsuccessful efforts. In 1964, President Lyndon Johnson's Adult Basic Education program promised to end the "inability to get or retain employment" among the poorly educated. In 1971, the federal Right to Read program promised to wipe out illiteracy in a decade. A new directory published by the American Association of Advertising Agencies' Contact Center in Lincoln, Nebr., entitled *Reducing Functional Illiteracy: A National Guide to Facilities and Services*, lists more than 2,600 public and private programs in the United States. By the end of the 1970s, federal programs had reached less than 5 percent of the target population of roughly 56 million Americans in need of basic literacy skills, according to a major Ford Foundation study. At the same time, as joblessness rises and federal funding for adult education programs is scheduled to be cut by half, demand for literacy skills has never been greater.

"Each and every day we are doing what we can, but it seems like a futile battle against overwhelming odds," says Vyvyan Harding, director of Literacy Services of Wisconsin, which provides reading tutors to 2,600 adults a year. "I've never seen so many nonreading adults in my life."

At Houston Community College in Texas, Earlene Leverett, coordinator for the adult basic skills program, says people wanting to improve their skills swamped the center after the economy turned down. Now, 350 are enrolled and 120 more are on waiting lists. "There is not a day that passes that people are not trying to get into the program," she says.

No matter what else is done, scholars are becoming convinced that the basic responsibility for reversing the literacy decline lies with the schools. Moreover, there are signs the schools are responding to the challenge.

Example: In California, the board of admissions of the state's huge public higher education system sent a letter in January to the parents of all eighth graders in the state. It read: "Your son or daughter should be expected to enroll in an English class every semester of every year, and most students should be taking a math class every semester." The reason: State colleges and universities plan to tighten sharply their admissions standards in 1984.

In New York City, a volunteer tutor program brings 15,000 adults to schools to work with deficient readers. In 1981, citywide reading test scores rose for the first time in many years. Marnie Steyer, director of the tutor program at Park West High School on the city's West Side, says students are on their own to get to the sessions. "They bring themselves here, and all their classmates know why they are not in class," she says. "They are up in Room 470 with the 'dummies.' That takes guts."

An innovation. One of the most inventive ideas has been tried in Florida, where University of Miami students tutored illiterate city pupils and got academic credit for the work. Norman Manasa, founder of the project, is working to set up a similar program in Washington, D.C., and says it can work in any city by drawing on local college undergraduates. "The students create wealth by transferring literacy to a group that desperately needs it," says Manasa. "At the same time, they experience the magic of teaching someone to read and write. The spinoff effects in the community are all positive, because it helps create wealth rather than consuming it."

Jonathan Kozol, author of *Prisoners of Silence*, a book about adult illiteracy in the U.S., has called for a campaign that would enlist large cadres of volunteers to bring basic skills to all Americans. Kozol concludes: "Until we come to terms with the catastrophe in our own urban ghettos and our rural slums, there does not seem much reason to expect that other nations will, or ought to, seek out our advice."

Even in the world's most advanced nation, illiteracy will remain a blight for the immediate future. But experts point with hope to rising scores on minimum competency tests in lower grades in many schools, and a renewed desire by educators and parents to remedy the problems. That raises prospects that America's vast educational system eventually will be able to teach all citizens how to fill out a job application, balance a checkbook, write a letter—and, perhaps, much more. □

Youth: "An Emphasis on Shallow And Superficial Opinions"

In one of the most devastating evaluations of American literacy to date, the National Assessment of Educational Progress, a federally supported research organization, reported last year on the verbal and analytical abilities of 106,000 U.S. schoolchildren, ages 9, 13 and 17. Following are excerpts of the report, entitled "Reading, Thinking and Writing":

"Teenagers read little for their own enjoyment, spend more time watching television than they spend reading, do not read for long periods of time and prefer movies to books. About 10 percent remain unable to read even simple materials. . . .

"Students seem satisfied with their initial interpretations of what they have read and seem genuinely puzzled at requests to explain or defend their points of view.

"Few students could provide more than superficial responses to such tasks, and even the better responses showed little evidence of well developed problem-solving strategies or critical thinking skills. . . .

"Between 1970 and 1980, both 13 and 17-year-olds became less likely to try to interpret what they read and more likely to simply make unexplained value judgments about it. One way of characterizing the change during the '70s is to say that 17-year-olds' papers became somewhat more like 13-year-olds' papers. The end result is an emphasis on shallow and superficial opinions at the expense of reasoned and disciplined thought. . . .

"Many students believe they will emerge from school into an electronic world that will require little reading and less writing. Nothing could be further from the truth. In a world overloaded with information, both a business and a personal advantage will go to those individuals who can sort the wheat from the chaff, the important information from the trivial. A society in which the habits of disciplined reading, analysis, interpretation and discourse are not sufficiently cultivated has much to fear."

By STANLEY N. WELLBORN with the editorial bureau

NS 23

SLICE OF LIFE

What It's Like When You Can't Read or Write

BEYOND the glaring statistics showing that millions of Americans cannot read or write are private lives handicapped in countless ways by the lack of those basic skills. Personal relationships, family ties, chances for job success—all can suffer.

Inetta Bush, a 34-year-old Maryland woman, knows too well the toll that illiteracy takes on a person's dreams. Although she recently began a literacy course, she describes to a *U.S. News & World Report* staff member the many frustrations and disappointments she has endured over the years.

HYATTSVILLE, Md.

People talk about illiteracy like it was a disease. Well, it's more like a handicap that hangs on you from the time you get up till you go to sleep. I trust my common sense to keep me out of trouble from not knowing how to read and write. But that doesn't work always.

When I look at a printed page, all I see is jumbled-up stuff that don't make any sense. I'll try to read my horoscope, but it sometimes takes me 2 minutes to get through a sentence and by the time I get to the end, I've forgotten the meaning.

I get notes and report cards sent home from my kids' schools, and there's not much I can do with them. I stay away from school meetings and teacher conferences because, you know, you can't hide something like that from your kids.

It was my children that forced me to seek help. I look at my 17-year-old son and my 12-year-old daughter and I want to help them with their homework, but I can't. My son was supposed to repeat ninth grade for the third time this year, and he finally said he wanted to drop out of day school and take a night course to get his high school diploma. I see my handicap being passed on to my son, and I tell you, it scares me.

When I was growing up, my own mother didn't know I couldn't read and write, even though she could do *both*. People ask how I could hide something like that from her. Well, I have a good memory and I just memorized everything—telephone numbers, street signs, calendars, bus routes, textbooks, record albums. I'd go in the grocery store with my mother's shopping list and give it to the man. He would tell me where things were.

I was pretty much ignored in school. Nobody ever tried to find out what I needed. I wasn't a troublemaker, so they kept pushing me from one grade to another, when I should have been moved back three or four grades. Once you find out nobody really cares, ain't nothin' to do but get away from it. You realize that you're not keeping up, and you get so disgusted. In junior high, I would get to school and then slip out. I found a job cleaning tables in a diner and quit going to school.

For years, I'd get on a bus and watch people read books and papers. I felt so out of place that I would get a paper and pretend to read. I would—memorize words like *pizza* and *hamburger* and *steak* so that when I went to a restaurant I could look for these words on the menu.

What's the question? It took me four years to pass the written test for my driver's license. I knew the answers, but I couldn't read the questions. Finally, I just *memorized* all 72 questions and answers.

Being illiterate means that I have to be on guard all the time. I listen to the radio news to keep up. I trust my instincts and use my street smarts, but you can't be prepared all the time. I still get cheated or fooled. Drugstores give me the wrong prescription, or I buy the wrong phonograph record, or I end up on the wrong bus because I can't read good enough to follow somebody's directions. My bank account gets overdrawn because of problems I have making out checks and sending them to the right places.

Illiteracy has made big trouble in my personal life, too. I was once married to an Air Force officer who was brilliant. He would say, "Here's a book you've just *got* to read," but I wasn't into books and we just couldn't communicate on that level. He was always so far ahead of me that our marriage just fell apart.

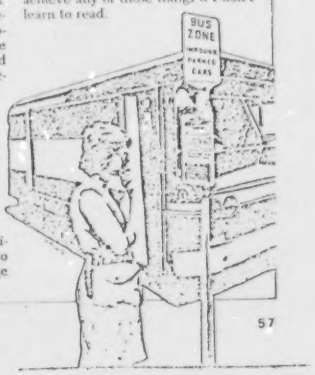
It's pathetic in this country how many people can't read or write. Half of them are women who are able to cover it up well. Society says if you can't read by the time you are 18, you aren't able to do it after that, no way. People tell you over and over that you can't do anything if you can't read, and you believe them.

I've always been able to work for a living, but I know a lot of illiterate people who end up on the welfare line. I have two sisters—my baby sisters—who can't read either. One is on welfare, and the other has a job cleaning office buildings. They can't apply for a better job because they can't even fill out the application!

I was scared to death when I first went to the literacy center for help. The people were so understanding, but when they said they wanted to test my reading ability, the word *test* just freaked me out, and I turned around and went back home. You can't imagine the terror that gets hold of illiterate people when they have to face those books again. They are afraid of failing, of being ridiculed like when they were children.

I used to go out and buy novels. I got a whole bookshelf that I keep dusted off. I want to read them someday. I especially want to read the Bible through because if you can't read that book yourself, all you have is the opinions of others.

I earn my living operating machines that reproduce architectural drawings. I've been doing it for about 15 years, but I've gone about as far as I can go with my present skills. I've still got a lot of dreams and fantasies. I want to write poetry, design clothes, get a better job, make a better life. But I won't be able to achieve any of those things if I don't learn to read.



Mr. SIMON. Mr. Coleman.

Mr. COLEMAN. Mr. Secretary, I wonder how America compares with other countries. Do you have any statistics? Sometimes in a vacuum we can look pretty bad. Is this really comparatively t' ' bad?

Secretary BELL. I believe from numbers that I have read and maybe I can get some together and submit them to you, I believe that our level of functional competency is not as high as in Japan, for example. I think that we might find a couple other smaller European democracies that would be a bit above us. But other than that, we are foremost in the world in our functional literacy. So bad as the problem is, it isn't as bad as you would find it in the Soviet Union, or as you would find it in a lot of other countries around the world, obviously China and India, and so on.

We are right up there but in spite of that we have this high level of unemployment and I am convinced that the solution to that problem is education and learning.

Mr. COLEMAN. I think it is important to recognize that statement and I notice in your testimony you cited a U.S. Department of Labor study which shows among other functions a lack of basic skills in communication and other things, but when we talk about unemployment, we certainly have a lot of it today, and yet the same story goes that we see lots of want ads in the paper but those people cannot fill those positions because they can't even read the want ad, I gather from your testimony and that is something that all of us ought to be concerned about when we see 10 percent unemployment if we see it next month is that perhaps up to 50 to 70 percent of those people wouldn't even know how to go about getting the job and holding one because they couldn't read instructions or manuals, or that sort of thing, and maybe not as much a reason for the economy being so bad is that we haven't trained people to work within the system.

Secretary BELL. Yes; I have said many times, Mr. Coleman, that at the same time we have millions of people looking for jobs, there are literally millions of jobs looking for people. Even today. So I agree with that statement.

Mr. COLEMAN. I think all of us, at least myself and I think from your past statements, are philosophically consistent with saying that many of these need to be done on a State and local basis but I don't think we can disregard a national concern of this magnitude that might require national response and maybe you might want to discuss that a little bit.

Secretary BELL. I am not prepared to talk about anything by way of legislation that we as the administration would initiate. We have been so concerned as you all have with the economy and getting our deficit spending turned around. I would be concerned that anything that we do with respect to this that has to do with additional Federal appropriations not come on as more deficit spending so that our grandchildren will have to pay the bill later on. I think we have done just too much of that. And you would expect to hear that from me. Mr. Coleman, but I sincerely feel that if we are going to address the problem, we hadn't ought to sign the tab where in effect like someone who is out with a big credit card and going to pay for it later. I would hope that we could face it square-

ly and face the pain of putting up the money for it now. So I would emphasize that. I don't think this administration would want to increase our deficit spending even more than it is. You could come back at me in that and say well, that is the way we get out of this problem, it is an investment and I acknowledge that. I do feel that we ought to provide better leadership and I don't want this to sound hollow in that regard and say, well, we won't put up any money, but we will offer rhetoric and leadership. I do sincerely feel that we need to provide better leadership to the States in helping them to order their priorities. I have said many times and I feel it very sincerely that education should be to the States what national defense is to the Federal Government. That is the way our system is. I wouldn't want to imply by that that we ought to get out of our concern on the Federal level, but I think we ought to continue to recognize and our strategy ought to be to try to enhance the capacity of State and local education agencies.

And I am constantly talking about capacity building and enhancing that capacity. I think the State legislatures as they appropriate their moneys, ought to do more to get leverage on their moneys as they match the local tax levies in a problem-solving mode and we are not getting quite as much of that as I would like to see. I think there are ways that the State finance laws could be constructed to meet problems. And I just emphasized that it is too bad that the Federal Government has had to come into so many problems because the States have neglected them.

Take education for the handicapped for example. We had to pass that very large and complex piece of legislation to let the handicapped people have their rights and so I know that there is a Federal leadership responsibility, both from the Congress and from our Department. I don't want to shrink away from that, but I would hope that our strategy would be to constantly try to strengthen the State and the local entities. I wouldn't want to see us abandon that local and State control and responsibility. And what we do all the time, and any program that we devise, I think we ought to constantly be thinking of ways of capacity building on the State and local level because that is where the responsibility needs to rest if we continue to believe in local and State control of education which I very fervently believe in.

Mr. COLEMAN. I wonder if Mr. Worthington has any studies made of the effect of a generation of television and its relationship to illiteracy?

Mr. WORTHINGTON. We do have some excellent examples of projects that have utilized television. One was in the Appalachian area, the satellite program, Morehead State University. We do have some excellent results from that. As a matter of fact, that particular project won UNESCO's Outstanding Achievement Award at the 1972 World Conference on Adult Education. So, we do have some examples of that kind that we would be pleased to put in the record for you.

I would like to add to what the Secretary said about the State contribution for adult education. Our proposal for consolidation of vocational and adult education, our legislative proposal which has been introduced in the Senate by Senator Hatch, would permit the States a much greater flexibility in forming of adult education pro-

grams. The States would be required to use 13 percent of the Federal appropriation for adult education but they would also have the flexibility if they wished to use up to 27 percent of the total appropriation for adult education as well.

Our statistics from 1980 indicate that participants in the adult education program did significantly well in the job market, relating to your earlier question. Some 90,000 persons who participated in adult education in 1980 got a job as a result. Fifty-five thousand were promoted to better jobs as a result of participating in adult education, and more than 115,000 went on to further education, that were stimulated by this adult program. So, the program is working. The program presently is funded—it started out as a 100-percent federally funded program, as you know. It presently is reaching a balance. The State and local contributions have gone up significantly. Presently it is about 53 percent federally funded, and about 47 percent State. It is leaning the other way now.

Mr. SIMON. If my colleague would yield, have you done any studies in over a 5-year period or any time period on what kind of return we get for each dollar we invest?

Mr. WORTHINGTON. I don't have any statistic on that, perhaps my colleague, Dr. Delker might on that. He's right on top of that. Paul, do you have any——

Mr. DELKER. No; Mr. Chairman, there has been no longitudinal study. A number of the States had tracked those successfully completed programs and on a short term of 1 or 2 years' calculated savings, I happen to have a brochure, from the State of Ohio, which would be of interest I think to the committee. They show an 88-percent return on the money spent based on the savings realized on public assistance and taxes on new income.

Mr. SIMON. That is 88 percent in how long a period?

Mr. DELKER. This is only for a 1-year period. There has been nothing on a 5- to 10-year period.

Mr. SIMON. That is a pretty good return. I haven't found any stock that would give me that kind of return. Mr. Erdahl.

Mr. ERDAHL. Thank you very much, Mr. Chairman, and Mr. Secretary, I apologize for being tardy. I just had the opportunity of being downtown talking to the American Educational Research Association. And interestingly enough, you know, the concern that they have and I think that we share in common, whether we are sitting on this side of the table or that side, is for excellence in education and one of the questions that come to mind, I have two or three of them here, have we changed the definition of illiteracy over the years, because it seems to me as we move into a more complicated technical age, it becomes a little more important that this agency gain and reading some technical manual whether it is in junior high or in the Army or wherever, can you comment on that, Mr. Secretary.

Secretary BELL. Yes; we are using a definition of functional illiteracy or functional incompetency, whether you want to use the one word or the other based upon the study and I referred to this in my testimony before you came in, that was reported in 1975 under a contract that we had with the University of Texas. And so we go beyond whether a person can read or write in a haltering, faltering way to where we talk about functional competency today. If we just

used the Census Bureau definition, if you have obtained 6 years of school, only 1 percent of our population could be called illiterate. But if we talk about being able to function in this complex society, as you were referring to, Mr. Erdahl, then it gets to some significant numbers. It gets up into the millions, as I indicated in my testimony. It would be 23 to 26 million people in this country that are functionally incompetent at the present time and if you talk about those that are functionally competent, as I indicated in my testimony, but aren't very capable, and so they are functioning on the margin you can add another 40 million to that. We have an adult performance level 1, which we call functional incompetence and in adult performance level 2, which is marginal, not proficient in their functioning, and if we add them we get to some huge numbers. And I think that we ought to be using those definitions. We could feel better about it; we could sweep the problem under the rug if we use the Bureau of Census definition and said, well, if you have attained 6 years of school, we assume you are literate. Therefore there is only 1 percent illiteracy. But if we are going to take the more hardnosed realistic definition of functional incompetence, then we have got to say that we have at least 26 million adults that are functionally incompetent or functionally illiterate today.

Mr. ERDAHL. Thank you, Mr. Secretary. That brings to mind a very basic question. Can we in this competitive and technological world afford to have in this country 26 million functional illiterates?

Secretary BELL. I don't think we can. I think we need to be addressing the problem and I think we ought to be very aggressive about doing it. I just emphasize that as we move from where we are to a much more advanced society this problem is going to continue to plague us, in my opinion. I was reading with a lot of interest a very popular book now that is titled "The Micromillenium," published by Dr. Christopher Evans. And Chris Evans predicts that we won't be publishing books by 1990. I don't think it is going to happen that soon. But he feels that this technological era is going to get to a point where we will store and retrieve our information electronically and you will carry around with you something about the size of a large dictionary and it will be a screen on the front of it and there will be digits that you can punch, like on the digital telephone.

Mr. ERDAHL. The kids will be playing Pac Man on it, perhaps.

Secretary BELL. They may do it, but it will be a telling, talking, explaining animated book and you can now put in a capsule the size of a quarter, Webster's Dictionary. Store that information because of the capacity of the silicone chip. I am mentioning that to show you where we are moving technologically, in response to your question can we afford to have this. There has never been a time when education was more critical, absolutely essential to our society than it is today. And we have just got to catch up and keep up in our entire area in that regard. As I indicated earlier, the jobs, the menial jobs, that a laborer can do are even going to—those few we had are going to disappear now because of robots. Welders, for example, the robots are doing that kind of work on the assembly line. Many other tasks like that get into the picture.

Mr. ERDAHL. Thank you, Mr. Chairman. Interesting that you bring that up because at this meeting I just had early this morning, that is some of the things that we discussed together with these people involved in the Educational Research Association, as we looked into robotics and instead of people doing some of these tasks we will have to have technicians to fix the robots and keep them going.

And so we really stand at a new threshold. And along that line these people I think expressed a concern and I shared it with them that as we look at educational research, we have to be willing, I think, as policymakers to turn the researchers loose with unshackled hand and unfettered minds and that is a concern, I think, that we don't try to direct research and also the funding of it. And so I guess that brings two questions to mind, because we have seen some assaults on the funding provisions for the NIE and other organizations like that and also you mentioned, sir, and I would concur that properly the control of education should be on the State and local level. And it seems like when one looks at a problem of the dimension that you just outlined and the potential down the next decade, I believe this is properly also a national priority. That we cannot leave it only to the States to deal with a problem that has not only national economic potential consequences, but obviously even the area of our security. We run into areas of jeopardy if we don't have trained people who can read and function in a complex society. Could you comment on those couple areas, please, Mr. Secretary?

Secretary BELL. Yes. First of all I would agree with you in your emphasis on educational research. I have been arguing in this administration for educational research.

Mr. ERDAHL. Keep arguing, Mr. Secretary, because I think they need that emphasis.

Secretary BELL. I need some assistance on it. I think that there is as much justification for research in education as there is for research in health, the National Institutes of Health. And that is why I have been a defender of NIE. I think NIE can do a lot better job than they have been doing and I think we have been researching a bunch of nonsense called low priority areas, rather than getting into what the chairman has called this hearing for. I think we can learn a lot more about learning than we have. But also I agree that this is a State and local responsibility. The funding of education and the amount of funding that we provide on the Federal level ought to be limited and it ought to be strategically crafted in a way that will enhance the capacity of the States. I think every program that we have as we address problems like this, they need to recognize who is in charge of education and we can do that and we can get the leverage out of our dollars and get a lot more for what we are doing if we are careful about our legislative drafting.

All too often we come in and we put a vast amount of money into an area and we don't do it in a way and we don't draft our legislation in such a way that we leverage the State and local entity and that's where I think we have problems. I think our strategy every time, and I keep emphasizing this phrase capacity building. I think our strategy ought to be to enhance the capacity of the State and local education agencies to do their job better. And

that is where research comes into it, Mr. Erdahl. It is just critical not only that we learn more about how to make learning more productive when we talk about computers and electronics. The world of education is going to change. We are going to see bookless schools and paperless newspapers. And a lot of this electronic marvel is going to be upon us in just a short time. So we need to be moving in that direction.

But as we do it, we need to be working through the State and local entities and our dollars ought to get a maximum amount of leverage there. And when we pass legislation that ignores the legislation that the 50 States have on the books, then we start running into conflicts and difficulties like some of them are having right now in the education for the handicapped law. I could get into that. It is a separate subject but it is a big challenge for us to help in a leadership way out of the Department of Education and out of committees like this to encourage and enhance and motivate and build the capacity of those that are responsible for education to meet these problems. We need to conduct studies. We need to gather data, and we need to focus attention on it and we ought to use the pulpit to exhort and to encourage and to point out deficiencies. That's where the research comes into it.

Mr. ERDAHL. Thank you very much for renewing and annunciating that commitment to research, but I think it is extremely basic and one that we must pursue. Yet, Mr. Secretary, I guess I would take at least a gentle issue with you on saying that we can trust the States to do all these things. At least three of us here served in State legislatures and State legislative bodies, and I was in Minnesota. I think we had a good progressive legislature. We used to say sometimes in jest that the legislature was the only institution in the State that was run by the inmates. Maybe we could apply that some way to the Congress.

And so I think that we have to be a bit cautious in saying that well, we will give this emphasis and the States will do all this because historically they haven't always, and the State legislative bodies are assaulted, like we are, by budget restraints and going to property taxes, and the reaction of their constituents and the public and all the rest, and it seems to me as we look at illiteracy as we look at the 94-142 Education of All Handicapped Act, in certain areas I think we in this country have established national priority and those are priorities that I think that we should not abandon even at time of budgetary restraints that plague the Congress as they do legislative bodies on the State level.

Secretary BELL. I agree with that but I don't believe that the way to get the results is for us to pass detailed and prescriptive legislation that ignores the laws that are on the books in the States. Because then those that have to administer have two conflicting sets of legislation. Sometimes we write laws and we draft regulations. I would have to say down at our place of operation where you think we were the super scoreboard. And not a very good one at that. And that is where I think we need to be careful.

I think there is a difference between guaranteeing the rights of all of this population, a right to learn, which ought to be a great ensign that we are all striving for in this country. There is a difference between doing that and specifying the detail. That is why I

have appreciated, Mr. Erdahl, your support on our changes in some regulations that I think need to be changed. I don't think we need to back away from the requirement and the assurance of a right to learn. The same thing to do with civil rights. I think we need to set the broad, basic framework. It is when we get into the detail that I think that we have difficulties and I would agree with you that there are States that have neglected their responsibilities. All too many of them. And that is why we had to pass the education for the handicapped law in the first place. If the States were doing their job like they ought to do it, we wouldn't have these numbers that the chairman opened with and that I expressed agreement with here. It is a matter of strategy and how we relate to the States that concerns me. We have a great leadership responsibility both in the Department of Education and from committees like this.

Mr. ERDAHL. Thank you. I yield back to the Chairman. I think I have used my time and thank you very much, Mr. Secretary.

Mr. SIMON. Thank you. I wasn't trying to cut you off, Mr. Erdahl. Unfortunately, I am going to have to go over very briefly to testify before the Rules Committee, and I am turning the chair over to Mr. Coleman. But it does seem to me that we have a problem that the administration recognize and that those of us recognize, those of us on the subcommittee recognize, and we ought to be able to come up with answers that are not hugely expensive answers. And maybe out of this hearing something, some ideas will come forward.

Let me just suggest the possibility that some evening the two of you and those of us here and a few others might get together for just a brainstorming session. What are the possibilities? How do we work this out? For example, just last week a woman came into my office who is a Ph.D., drawing unemployment compensation right now. We are now paying her for doing nothing. There has to be a better answer for society than that. I don't know how that meshes with the problem we are talking about today.

Secretary BELL. I would be pleased to meet with a group and talk about this further.

Mr. SIMON. I am going to turn this over to Mr. Coleman.

Mr. COLEMAN. Mr. DeNardis.

Mr. DENARDIS. I have no questions at this time.

Mr. COLEMAN. Mr. Secretary, I guess unless there are any other questions, we appreciate your coming up and supplying your testimony.

Mr. ERDAHL. Mr. Chairman, could I just make another observation, because I think it is relevant. You know, the news is full of what is going on over in the other body. I guess that is how we are supposed to refer to them, and there are certain arguments being made about prayer in schools, tuition tax credits and I think a lot of this has impetus from a concern that people have that really know Johnny can't read. We get some sensational story where the public schools maybe have failed, we look at the whole business of the private schools moving in to deal with some real and maybe some imagined ills that happen, especially at the elementary level.

I haven't had a chance to read your remarks. Maybe you addressed that, but how do you see this to be a little bit more specific,

the relationship between the public and nonpublic schools in attacking what obviously is serious problem in our society.

Secretary BELL. I think, Mr. Erdahl, that the challenge is in the demands and the problems of education are so enormous that we need all of the help we can get from every source. I welcome private schools. I encourage them. I think that to the extent that any entity is furthering learning in this country, we ought to be encouraging it. And private schools do a lot of public good. And as I say that, let me emphasize to you that I have been in public schools all my life. My children go to public schools; I have a youngster that is attending a public school here. I just say there isn't a better public school than tne one my son Peter is attending right now.

And so for my own choice I am for public schools. But I don't put the private schools down and I think that anything we can do to encourage the private schools like the small tuition tax credit programs coming forward, I think we ought to do that. I think we need that diversity. And I think all of it together is going to be needed to solve the problems that we have. We don't have the conflict in the public and private colleges and universities. We have student aid and public or private can participate in it. And it is the equivalent of that that this administration is seeking in the tuition tax credit area.

So I would say over in the other body they are talking about those kinds of problems, I think they are still addressing the problems that we are concerned about here. I don't think it is a trivial matter and we are over in an area that is. And I am not saying that you implied that but—that isn't relevant to this. I really think it is. We may have different views on the tuition tax credit issue. It is a hot issue; I know that. But I think that to the extent that we can encourage all entities including the private schools to prosper and help meet this problem we need to become a nation of learners more urgently than ever before in our history. We need to become a nation of learners, in my opinion. The times just demand it.

Mr. ERDAHL. Thank you very much, Mr. Secretary, for sharing those observations and thank you, Mr. chairman.

Mr. COLEMAN. Dr. Bell, I think the Chairman has some questions he wants to submit to you in writing and I am sure that's acceptable to you. And I want to thank Mr. Worthington for joining us, too.

Secretary BELL. Thank you. I appreciate the chance to appear before you.

Mr. COLEMAN. Our next witness is Dr. Nora Kinzer, who is the Deputy for Human Services and Resources, Office of the Assistant Secretary of the Army.

Dr. Kinzer.

STATEMENT OF NORA KINZER, DEPUTY SECRETARY FOR HUMAN SYSTEMS AND RESOURCES, DEPARTMENT OF THE ARMY, ACCOMPANIED BY LT. COL. CLINTON L. ANDERSON, GENERAL STAFF, CHIEF, PROGRAM AND OPERATIONS DIVISION, EDUCATION DIRECTORATE, ADJUTANT GENERAL'S OFFICE; AND L. A. RUBERTON, MILITARY PERSONNEL ANALYST, DEPARTMENT OF THE ARMY

Mr. COLEMAN. Dr. Kinzer, as you may desire, we can submit your entire written testimony for the record, or if you wish to go through it, we can certainly do that as well. We appreciate your being here.

Ms. KINZER. Thank you very much for inviting me. It is a pleasure to be here. It is my first appearance before this committee, and I would prefer that you submit my written testimony and I would like to summarize it and perhaps give you some new data that we were able to obtain as of yesterday.

First of all I think that it is important to note that just as there was the article in the U.S. News & World Report on illiteracy, I would also recommend to you the May 17, 1982, article entitled "All Volunteer Force Gets New Lease On Life." Referring to the fact that the U.S. Army is a highly technological and complex organization which does not now nor ever has accessed illiterates into the Army.

What is more interesting given that today's people will man tomorrow's army and tomorrow's weapons systems based on high technology, the need for a trained cadre for immediate mobilization; a fast-moving, quick, intelligence force which can operate and maintain these weapons.

Our 1982 accessions have no—I repeat—no percent of those people who read below the fifth-grade level. As a matter of fact, 61 percent of the force read at the ninth grade and above. This is a marked improvement over prior years, including last year itself. The figures for fiscal year 1979 show that nearly 6 percent of the incoming force read at below the fifth grade level. And I repeat that both for 1981 and 1982, we had zero percentage in that category.

It is also interesting, I think, to note that for those people who were non-high school graduates, they have a higher reading level than those who were high school graduates. The reason of course that the Army wants to have high school graduates is not only for the reading grade level, but also the fact that we find that a high school graduation diploma itself is an example of—let me coin a phrase—stick-to-it-tiveness. All the data that we have show that high school graduates themselves have one-half the attrition rate of non-high school graduates. They are low on desertion, AWOL, courts-martial, crimes against persons, drug addiction, and they have a slightly faster learning curve.

Let me turn to the idea that we have today in the Army these requirements because there is the image and the myth that the Army is the employer of last resort. We are not the employer of last resort. Indeed, we offer educational benefits to those college-bound students or young high school graduates who desire postsecondary education through our Army college fund.

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We have focused recruiting aiming at getting those people with high school graduation. The image of the Army that we are presenting in our recruiting campaign of "be all you can be," means that we are offering these opportunities to young men and women to serve their Nation and also to gain on-the-job skills. Even though Secretary Bell, who has just spoken, referred to the amount of money that is spent on education within the armed services as a whole, I would like to point out to you that most, if not all, of the DOD moneys are not aimed at remedial programs, but indeed are concerned with new methods of instruction such as computer-based instruction.

The Army language program in the 1950's was a leader in the United States in the audio-oral methods and we hope that some of the simulations, some of the instruction programs that we are developing will also be lodestars that can be transferred into elementary and secondary schools.

Many of the Army programs are concerned with tuition assistance enabling young men and women to gain not only high school education if they are non-high school degree graduates, we have an exciting program called SOCED, the servicemen's opportunity career associate program, which is a consortion of colleges and universities which enable a young man or young woman to gain a vocational associate degree, even though our soldiers move from base to base. The SOCED insures that those credits will be transferred and that the programs of instruction in the various areas are consonant with each other.

Our expanded bonuses area aimed at what we call the category 1 to 3A high school graduate. In other words, these young men and women are coming in to our Army today and improving the whole level of education within our Army. This of course implies that we are barring the doors to a large portion of people who do not meet these standards. This indeed is true and we will grant that we have a very important societal problem. The Army, however, is concerned with the defense of the Nation and as such we have these extraordinarily high standards and we have seen in the last 2 years a dramatic turnaround on the type of man and woman who is entering our Army, particularly in our enlisted force.

And that I believe is the summary of my statement, and I will stand for your questions.

[Prepared statement of Nora Kinzer follows:]

PREPARED STATEMENT OF DR. NORA SCOTT KINZER, DEPUTY FOR HUMAN SYSTEMS AND RESOURCES, OFFICE OF THE ASSISTANT SECRETARY OF THE ARMY (MANPOWER AND RESERVE AFFAIRS)

In her current position, Dr. Kinzer is concerned with the manpower issues affecting the U.S. Army such as education skills ranging from high school through graduate work, morale, recreation and welfare programs; clubs, commissaries, and post exchanges section 6 and section 10 schools; family programs, drug and alcohol programs and issues that impact on recruitment and retention of officers and enlisted personnel in the U.S. Army.

As Visiting Professor of Human Resource Management, at the Industrial College of the Armed Forces, Dr. Kinzer taught courses on executive personnel development, management, military sociology, business ethics, communication, mobilization and military manpower.

Dr. Kinzer is the author of three books, including Stress and the American Woman (Ballantine 1980), numerous book chapters in Spanish and English and has

published widely in professional journals and popular magazines such as Psychology Today and the Saturday Evening Post.

Prior to joining the National Defense University, Dr. Kinzer was a Senior Research Scientist with the Department of the Army Institute for the Behavioral and Social Sciences, (1974–1977). She developed and analyzed scientific research to assess the recruitment, retention and promotion of enlisted personnel officers of the U.S. Army. Dr. Kinzer served as liaison with and co-director of Project Athena of the Office of Military Leadership, United States Military Academy (West Point). Project Athena dealt with sociopsychological factors associated with the integration of women into the cadet corps of West Point. While at the Army Research Institute, Dr. Kinzer spent the summer of 1977 working on a Task Force for the establishment of the Office of Human Goals of the Veterans' Administration.

While an Assistant Professor at Purdue University (1965–1974), Dr. Kinzer taught courses in Anthropology, Sociology, and Criminology. She gave many keynote addresses and seminars throughout the United States, Europe, and Latin America dealing with the subjects of Sociology, Medical Sociology, Latin American Studies and Anthropology. She was a representative of Purdue University to the Indiana Higher Education Television Services.

Dr. Kinzer was one of the first Fellows of the Fletcher School of Law and Diplomacy's Latin American Teaching Fellowship program. While conducting research in Buenos Aires, Argentina, she taught at the Jesuit University of El Salvador and was a research fellow at the Torcuato di Tella Institute.

Dr. Kinzer received her BA in Spanish from the University of Toronto. After a year's study at the University of Madrid, she received her Master's degree in Spanish language and literature from Middlebury College, Vermont. Her Ph.D. in Sociology is from Purdue University. Dr. Kinzer if fluent in Spanish and French. She is married to a Hispanic and is the mother of four boys. He oldest son is a student at The Citadel in Charleston, South Carolina.

She is active in civic and community affairs. She is a member of various professional organizations including the American Sociological Association. She is a Fellow of the Inter University Seminar on Armed Forces and Society. Her other activities include Meridian House, Boy Scouts and local PTA's. Dr. Kinzer is a lay reader and active member of her Episcopal church.

Mr. Chairman and Members of the Subcommittee: I am very pleased to appear before you for the purpose of discussing the impact of illiteracy on the Army. This is my first appearance before the Subcommittee and I appreciate the opportunity to testify.

During World War II, the United States Army defined illiterates as "persons who were incapable of understanding the kinds of written instructions that are needed for carrying out basic military functions or tasks." In a 1947 survey, the Bureau of the Census used the term functional illiterate to refer to those who had completed fewer than five years of elementary school. In 1958, the United Nations Educational, Scientific, and Cultural Organization established the international definition of illiteracy standards at approximately fifth grade level: "A person is illiterate who cannot with understanding both read and write a short simple statement on his everyday life." In accord with these definitions and studies by professional educators and educational organizations, the Army considers fifth grade level to represent basic education and generally to denote ability to decode words, structure sentences, and add and subtract whole numbers.

Mr. Chairman, in your letter of invitation, you refer to a March 1977 General Accounting Office Report. I have studied that report and subsequent data.

Your first question is: "How seriously does illiteracy affect Army recruitment?" Today I conclude that the Army is not significantly adversely affected by illiteracy. A 1980 Profile of American Youth conducted by the Department of Defense analyzed youth between 18 and 23 years old. The principal objectives of the research project were to assess the vocational aptitudes of a nationally representative sample of youth and to develop current norms for the Department of Defense enlistment test, the Armed Services Vocational Aptitude Battery. The study permitted correlation of reading grade level and Armed Forces Qualification Test scores. The Armed Forces Qualification Test scores are a combination of several sub-tests of the Armed Services Vocational Aptitude Battery implemented on 1 October 1980. Correlation of test results and reading grade levels indicates that individuals who score below fifth reading grade level are unqualified for enlistment into the Army. By adhering to these standards, illiteracy has no great impact on the Army since functional illiterates are precluded from enlisting in the Army under current standards.

The average reading grade level of Army accessions rose from 8.5 in fiscal year 1979 to 9.5 in June 1982. For example, as of 31 August 1982, 90,857 high school grad-

uates nonprior service (male and female) or 86 percent of our nonprior service enlistees are high school graduates. Of the total enlisted accessions thus far in 1982, we accessed 55,388 mental category I-IIIA's or 52.4 percent. As a result of this improvement in quality, all functional illiterates are precluded from enlisting.

Many people have commented on the misnormed Armed Services Vocational Aptitude Battery. The Army has corrected this misnorming and the current battery accurately predicts an individual's qualifications for assignment to specific military training. As a result, I reiterate, the Army recruits better soldiers as a result of the properly normed new test.

Question two is: "How many potential Army enlistees are rejected because they are illiterate?" The Army during fiscal year 1982 rejected approximately 17,500 applicants because their test scores on the Armed Services Vocational Aptitude Battery were below enlistment standards with an estimated reading grade level below the fifth grade. Army projections for the future, based upon current recruiting and retention success and required end strength targets, indicate that this level of applicant rejection will not cause any recruiting problems.

Question three is: "What impact does the number of illiterate young people have on the potential needs of the Army and other branches of the military in the event of full mobilization?" I will refer only to the Army. As previously mentioned, current recruiting successes preclude problems with accessing illiterates. The Army is concerned about soldiers who were accessed and took the misnormed Armed Services Vocational Aptitude Battery. The Army is reevaluating soldiers' performance on the job. The primary focus of this effort is called the Force Alignment Plan which raises the standards which a soldier must meet or exceed in order to reenlist. Additionally, the Army has instructed commanders to evaluate midterm soldiers (4-10 years) in order to insure that they possess the requisite potential to become the noncommissioned officers of the future. In case of mobilization, there will be large numbers of highly qualified, well qualified, and marginally qualified enlistees. With the expanded force, we will assign our soldiers to those jobs or skills for which they will be best suited. Given the increased technological demands of new weapons systems and to meet mobilization expansion requirements, we must, as we are now doing, enlist the best possible applicants for today's peacetime Army because they will be the backbone for the mobilized force.

Your last question: "What has the Army done to address the problem of illiterate applicants?" has already been addressed.

The 1977 GAO report listed possible options which the Services might use in order to correct the problem of illiteracy in the Services. The Army has used these GAO recommendations to improve the quality of the force.

The Army will continue its effort to access the best men and women and help these fine young people "Be all they can be!"

This completes my statement. I am ready for your questions.

Mr. COLEMAN. Dr. Kinzer, thank you. I guess one would say, looking over your testimony, that you have tried to put the best possible light, perhaps, on the situation. We don't want to maximize or use this just as a form to point out deficiencies, but I wonder if you would identify for us what some of the problem areas are that don't look as bright and as good as the ones that you have expressed to us. Which ones dealing with this issue continue to leave problems behind in the armed services, the Army, that we haven't been able to improve upon. Can you identify any of those for us?

Ms. KINZER. You mean in society as a whole?

Mr. COLEMAN. Well, in the society of the people you deal with, which is the Army. That is what you are trying to address.

Obviously, we don't have just—we do have some problems, and maybe we ought to talk a little bit about the problem areas.

Ms. KINZER. We have two programs, one is called the basic skills educational program, the advanced skills educational program, which would be BSEP-1 program, which was designed specifically for those people who had reading grade levels below grade 5. That BSEP program is disappearing simply because there is not a need

36

for it. We do have, however, this basic skills education program level 2, which is to raise a large proportion of the soldier's reading level to grade 9.

The problem is going to be compounded geometrically over the years as we have these more complex weapons systems coming on board. When we talk about functional illiteracy, we are talking about grade 5 and below. Our reading manuals, in response to the 1977 GAO report, have been lowered in many instances, say from grades 12 to 9 and lower. That I think is going to cause us additional problems in the maintenance area in the years to come. You know, I come to you as an educator; as one who—I am a former college professor myself, both on the graduate and undergraduate level, and one thing you have to realize is that, you know, the reading levels of the United States have dropped. We heard this morning the SAT scores are going up. We have to redesign and remake these manuals.

Mr. COLEMAN. Is the reason that the averages are going up because you screen these people out at the point of recruitment? Is that basically, you think——

Ms. KINZER. Precisely. As I said in my written statement, in 1982, 17,500 were rejected.

Mr. COLEMAN. All right. Is there any followup or any—would these people just go away then—and of course the Army wouldn't have anything to do with them. Is there any correlation or transfer of information to the school systems, or to adult education programs of these 17,000 people that get turned away, or is there any outreach that you say, well, we are sorry you can't get in the Army, but here is a pamphlet or somebody can explain this to you so that you can maybe better yourself. Is there any attempt to coordinate these type of activities?

Ms. KINZER. I will have Colonel Anderson answer that.

Colonel ANDERSON. Yes. We have been working very closely both through the Department of Defense and with the Department of Education, with adult education communities, also with the Department of Labor, and Job Corps in certain areas. We have had several activities in the last several years where we had referral systems from the Army recruitment into the adult education community. Three projects in particular, the cities of Albany, Memphis, and Houston, had three projects going with the Department of Education and also we have been working with the Job Corps on referrals in that project.

Mr. COLEMAN. Have there been any analyses of the benefits of this coordination?

Colonel ANDERSON. There have been some, particularly in the Jobs Corps area, it has looked reasonably good from the analyses that the Department of Defense has come up with.

Mr. COLEMAN. Would you submit those to us when you get back? Send those out so we can see what they look like?

Colonel ANDERSON. We will submit that.

Let me say that the Department of the Army was not in charge of the project. The Department of Defense ran this; however, our recruitment area did cooperate in these projects.

Mr. COLEMAN. Well, maybe we ought to ask the Department of Education; we'll get the report one way or another. Which doesn't make me feel a whole lot better to know that my 8-year-old daughter, who can read at the fifth grade level, is comparable to what a number of people in the Army had to do with weapons systems.

Ms. KINZER. Those numbers are getting less and less every day, and we have also the force's realinement plan which specifically means that—for reenlistment. Those people who cannot meet our standards are not allowed to reenlist. To those people who came in in previous years, with these low reading scores, are simply not allowed to reenlist unless they have raised them through our BSEP–1 and BSEP–2 and ASEP programs.

Mr. COLEMAN. I guess one of the telling paragraphs in the article that we have all referred to, a nation of illiterates, was the one regarding armed services, and it says instructional materials of the Armed Forces increasingly resemble comic books with pictures and simplified language used to assist recruits if they have reading deficiencies. One Army manual has five pages of pictures to show a soldier how to open the hood of a truck. Is this prevalent or is this fifth grade level——

Ms. KINZER. No; it is not. And I think what you also have to realize, you know, as the mother of four, when we start talking about the new ways of perception, one generation may be reading, one is highly visual and I think in reference to your question about television, we know that most of the educational research will point to the fact that this is a visual generation. I don't know that particular manual with the five pages. It is specifically designed to catch the eye of the soldier but that is not a common occurrence.

Mr. COLEMAN. Mr. Erdahl.

Mr. ERDAHL. Thank you, Mr. Chairman.

Thank you for being with us, Dr. Kinzer, and Colonel. We talked about these 17,500 rejected applicants. Who are they and where do they come from?

Are there any patterns; are they from the inner city, the black, who are they?

Ms. KINZER. At this particular moment, I can't give you specific details but I will certainly supply them to you.

Mr. ERDAHL. I would think that it would be relevant, because it could show maybe where our educational systems are failing to do something that they obviously should do and that is to give people an opportunity to learn and to read.

Ms. KINZER. Excuse me. Mr. Ruberton is here.

Mr. RUBERTON. Yes.

Mr. COLEMAN. Will you state your name for the record and position?

Mr. RUBERTON. Mr. Ruberton. Those are the ones who score low on the entrance test. And they are spread throughout the whole system. They are from across all the areas of the United States. They really are not concentrated, as far as I can recall, in any one area.

Now, those 17,500, in addition to the adult education programs that they can go into, they can also be retested when they prove themselves, even on their own. So they are not completely rejected permanently from the Armed Forces.

Mr. ERDAHL. Thank you. Mr. Chairman, I still think it would be relevant to our study of this whole bit if there is a breakdown available, some States are doing a better job than others, I got to believe that is the case, that it was something that perhaps could be useful if that information is available.

Then another question comes to mind as we talk about, what I guess you would call remedial educational programs in the military. How much time is spent on that and what does it do to the other so-called military skills that we used to learn back in the Army, about close-order drills and on the rifle range and bayonnet training and all the other things?

Are you aware of how that fits in or maybe——

Ms. KINZER. Colonel Anderson can answer better than I.

Colonel ANDERSON. Yes, sir, we do have in the training base which is the initial entry training for the Army, some very short skill oriented reading, writing, speaking, and listening programs. Usually from 2 days to a week. Oriented on the precise skills and knowledges necessary to get through initial entry training. Our principal effort is at permanent duty stations worldwide. In the training periods which are not critical, not prime training time, where soldiers are designated by their commanders to come into basic education classes, again skill oriented on the precise skills and knowledges necessary for duty performance and career growth of the individual soldiers. Those programs are oriented on motivated soldiers. Soldiers that we wish to keep in the Army system and develop. We believe that we have been successful in these. We also are identifying clearer, the skills and knowledges needed in specific 95 MOS's, of high density MOS's, where we know more precisely those baseline skills of reading, writing, speaking, listening, computational skills. And we will be employing a more comprehensive program, perhaps surer programs, which will help those soldiers in their military performance.

Mr. ERDAHL. Thank you very much.

I have no further questions and I yield back my time, Mr. Chairman.

Mr. SIMON. Mr. DeNardis.

Mr. DENARDIS. No questions.

Mr. SIMON. I apologize for not being here during your testimony, but let me say I am somewhat familiar with what you are doing and I commend you for your efforts and I shall take a good look at your testimony.

Let me just ask this question. Have you done any reflection about what we as a country ought to be doing about this problem?

Colonel ANDERSON. Mr. Chairman, I believe it is the position of the Department of the Army that the educational, basic educational requirements of the military, the basic requirements, reading, writing, speaking, listening, and computational skills requirements, should be attained by the recruits prior to entry on to active military duty.

We should look to our public school systems, to our homes, to our communities, throughout our Nation, to develop those skills prior to entry on to military duty. That once soldiers are on military duty, that we should concentrate on those Army requirements for

specific skills and knowledges, specific to military occupational specialties.

Ms. KINZER. I think in relation to Mr. Erdahl's question, it is precisely the point that as we know we have a shrinking manpower or person-power pool, indeed we have this large group of people who cannot meet our standards, but it is incumbent upon the society as a whole, rather than the Army to engage in remedial education. We engage in the defense of the Nation, not in remedial education.

Mr. SIMON. We thank you both very much for your testimony.

Ms. KINZER. Thank you.

Mr. SIMON. Our final witnesses are a panel, Norman Manasa, Judy Koloski, Nancy Eggert, and Jame Heiser.

Norman Manasa is the director of the Washington education project. Mr. Manasa.

We do have a time factor problem here. If I may suggest to the witnesses, we would appreciate it if you could summarize rather than read your testimony, and we will enter it in the record. Unless there is objection, we will hear from all four witnesses before we have questions.

STATEMENT OF NORMAN MANASA, DIRECTOR, WASHINGTON EDUCATION PROJECT

Mr. MANASA. Thank you, Mr. Chairman. My name is Norman Manasa and I run what is called the Washington education project. I am a resident of the District of Columbia, and I should like to begin by saying it is a great honor for me to be here this morning and I want to thank the committee for being willing to have me before you.

This project, the Washington education project, is an academic program that adds an experiential component to the humanities training of college students by putting them to work in the community teaching the poor to read. Undergraduates enter this project by registering in three credit, pass/fail courses that bring together the reality and the theory of sociology, education, economics, and so forth. This project teaches college students things they need to know but things which they cannot learn through traditional classroom instruction. And since these are elective courses, all undergraduates in the country may participate regardless of their major field of study.

Undergraduates in this project tutor 6 hours per week in selected community agencies as a supplement to education programs that are already in operation in these agencies. The tutoring is done on a regular schedule throughout the semester and the undergraduates sign in and sign out for each tutoring session. In addition the undergraduates meet each week in a seminar with their monitoring professor where the theory of the discipline in which they are registered is explained in light of their experience in the community.

The undergraduates benefit in four ways: They obtain real world experience which gives them a fuller understanding of the humanities; they obtain an experiential background which will help them to choose a major and a career; they obtain an entry into the world

of work and postgraduate employment; and they learn compassion by being compassionate.

But this project also provides the kind of help which the poor desperately need. One must be skilled in reading and writing in order to create wealth in a literate society. Without these skills the poor will always remain poor regardless of whatever other services they may receive and they will not obtain these skills without long-term, reliable tutoring. Since academic credit in this project guarantees the regular attendance of the undergraduates as well as the expertise of the university faculty, this project provides the illiterate of the community with large-scale reliable and competent help at no cost to them.

This project has already worked in Miami from 1969 to 1973, with over 1,000 undergraduates working in 14 community agencies. In addition to Washington, D.C., it could be developed in communities all over the country.

I should like to summarize this with five major points, Mr. Chairman.

College courses that mix experience and theory at the same time, that is to say the kind of courses this project provides, often offer undergraduates a better education than can be gotten through the traditional classroom lecture method.

This of course is nothing new; mixing experience and theory at the same time has been regarded as the highest form of education in western learning since the time of Galileo.

Second, these courses are not internships for a few select undergraduates but elective courses, making all 10 million undergraduates in the country eligible to participate. As a result, the Nation's undergraduates, who generally must take eight elective courses to get a degree, may represent the only manageable resource that can match the country's illiteracy problem on its own scale.

Third, working as tutors, undergraduates would create vast amounts of new wealth, would help to heal the wounds of the Nation and by doing so, help to carry the burden of holding this country together. It is my belief that this is a burden even as undergraduates these students have an obligation to bear.

Fourth, this project is not designed to provide the poor with one more subsidy. This project is designed to transfer to the illiterate poor the power to create wealth in the coming technological age both for themselves and for the Nation.

And last, this project has two economies. One that might be called the microeconomy and one that might be called the macroeconomy. The microeconomy is at the heart of operation of this project, in that there are no capital expenditure to erect new buildings or to rent storefronts, there is no outlay for special books and consultants, and the tutors are not paid. Indeed, they pay tuition to the colleges to take the courses that permit them to do the tutoring. There is no time wasted arguing over teaching methodology. Washington education project uses the buildings, notably the public schools that already exist, books that have already been purchased, and the teaching methodology that is already in operation. The classroom teacher tells the undergraduate which of the students is to be tutored and in what subject and with what book and the tutoring takes place in the back of the classroom with the

learning environment in force and the classroom teacher right there to provide whatever help may be necessary.

Using this approach, the tutors do not need to be trained but are profoundly effective from virtually the first week of the semester.

Also there is nothing mysterious about this tutoring process. It is done at the level of helping the kids from the neighborhood with their homework and is an honorable method of instruction as old as learning itself.

The macroeconomy of this project is directly tied to historical change in the nature of work itself. We have already heard how since the beginning of the country, if you were illiterate there was always a job in which an individual could create wealth. In production and industry and in the farm. With the advent of the grand machines and robots that are now coming, people must be literate or they will not be able to create wealth in any form. They will not only be unemployed, they will be unemployable. The option of keeping people illiterate on the massive scale this country has always had is no longer ours. To do the training of these people, there lie in the Nation's universities 10 million undergraduates who constitute a vast untapped human resource, who consume great amounts of public subsidy, who create no wealth while they are in college, although they prepare to create wealth.

Under this project, the undergraduates would create massive new wealth by transferring literacy to the illiterate poor and the undergraduates would get themselves a better education in the bargain.

Mr. Chairman, this ends my testimony, but with your permission I would like to include the remainder of my remarks, which I believe you have before you.

Mr. SIMON. They will be included, including the article from a magazine called Prestime.

Mr. MANASA. Yes, sir. Newspaper people have a great interest in illiteracy and they were kind enough to print this. There is also an eight-page outline of how to get this project started, which shows how it is broken down to an operational form and the last three pages tell of the requirements of an undergraduate. There are five main requirements, four in addition to the tutoring, a list of the agencies we worked with in Dade County, three jails, private schools and so forth. And a list of the individual departments at the universities that participated.

That's probably more than you ever want to know about what I am up to, Mr. Chairman. Thank you for your time.

[Prepared statement of Norman Manasa follows:]

PREPARED STATEMENT OF NORMAN MANASA, DIRECTOR, THE WASHINGTON EDUCATION PROJECT

This is an academic program which adds an experimental component to the humanities training of college students by putting them to work teaching the poor to read. Undergraduates enter this project by registering in 3 Credit, pass/fail courses that bring together the reality and the theory of sociology, education, economics, etc. This project teaches college students things they need to know but which they cannot learn through traditional classroom instruction. And, since these are elective courses, all undergraduates may participate, regardless of their major field of study.

Undergraduates in this project tutor 6 hours per week in selected community agencies as a supplement to education programs that are already in operation in these agencies. The tutoring is done on a regular schedule throughout the semester

and the undergraduates sign in and sign out for each tutoring session. In addition, the undergraduates meet each week in a seminiar with their monitoring professor where the theory of the humanistic discipline in which they are registered is explained in light of their experience in the community.

The undergraduates benefit in four ways:

(1) They obtain real-world experience which gives them a fuller understanding of the humanities;

(2) They obtain an experimental background which will help them to choose a major and a career;

(3) They obtain an entry into the world of work and postgraduate employment;

(4) They learn compassion by being compassionate.

But this project also provides the kind of help which the poor desperately need. One must be skilled in reading and writing in order to create wealth in a literate society. Without these skills, the poor will always remain poor regardless of whatever other services they may receive, and they will not obtain these skills without long-term, individual tutoring. Since academic credit guarantees the regular attendance of the undergraduates as well as the expertise of the university faculty, the Washington Education Project provides the illiterate of the community with large-scale, reliable, and competent help at no cost to them.

This project has already worked in Miami (1969–1973) with over 1,000 undergraduates at 14 community agencies. In addition to Washington, D.C., it could be readily developed in other communities as well. Several foundations and federal agencies are willing to accept proposals for the funding of this project.

For further information, please write or call: Norman Manasa, Director, The Washington Education Project. 224 Third Street, S.E., Washington, D.C. 20003 (202) 547-3011.

Mr. Chairman, I should like to summarize my testimony with these four points:

(1) College courses that mix experience and theory at the same time (that is to say, the kind of courses this project describes) often offer undergraduates a better education than can be gotten through the traditional classroom lecture method.

(2) These courses are not "internships" for a few select undergraduates but elective courses, making all the million undergraduates in the country eligible to participate. As a result, the nation's undergraduates (who generally must take eight elective courses to get a degree) may represent the only manageable resource that can match the country's illiteracy problem on its own scale.

(3) Working as tutors, undergraduates would create vast amounts of new wealth, would help to heal the wounds of the nation and, by doing so, would help to carry the burden of holding this country together. And this is a burden that, even as undergraduates, they have an obligation to bear.

(4) This project is not designed to provide the poor with one more subsidy. This project is designed to transfer to the illiterate poor the power to create wealth in the coming technological age. In a word, literacy.

essay

The American Newspaper
Publishers Association

How to help stamp out illiteracy? Read on!

By Norman Manasa

The answer to the nation's massive illiteracy problem lies within the colleges and universities of America. It is not because they know something special but because they *have* something special—10 million [illegible] graduates who make excellent tutors when provided a sensible structure within which to work.

Norman Manasa

The Washington Education Project is working to develop projects at colleges across the country that will register undergraduates in 3-credit elective courses and send them into community agencies to teach reading, writing and mathematics to the illiterate poor. This national project is based on a model program that ran at the University of Miami from 1969-73, using more than 1,000 undergraduates.

I founded the Miami project in 1969 and started The Washington Education Project in 1977. Like the Miami model, the Washington project is designed to improve the humanities training of undergraduates by providing experience in the community that will supplement their classroom instruction. This, of course, is nothing new. A mix of experience and theory has been considered the highest form of learning in Western culture since the time of Galileo.

The Miami project taught people in jails, inner-city schools, migrant camps and institutions for the emotionally disturbed to read, write and do simple mathematics. It was a remarkably adaptable program that fit into almost any community agency. The undergraduates did tutoring (rather than painting the houses of poor people or throwing Christmas parties for orphans) since tutoring transfers to the illiterate poor the power to create wealth in the technological age. And *that* is what these people need.

From a list provided at registration, the undergraduates chose the community agency in which they wanted to work for the semester. They then registered in a pass/fail elective course that already had been matched with that particular agency. The course might be in economics, sociology, educational psychology, management or in another university department.

The undergraduates were required to tutor six hours per week for the semester on a regular schedule, signing in and out for each session. Academic credit, of course, guaranteed their attendance. They also were required to meet once each week in a seminar with their monitoring professor where their experience in the community was explained in light of the discipline in which they had registered. To the "theory" of the seminars, the students brought the "experience" of their work in the community and learned from the comparison of one with the other.

The tutoring took place in community agencies that already had an education program in operation. This meant several things:

- The project was inexpensive to run; there were no capital expenditures, no storefronts to rent, no special books to buy.
- There was no time wasted looking for people to be tutored.
- There was no experimentation with methodology. The undergraduates simply used the methods of the classroom teacher.

The undergraduates reported to the agency classroom on a regular schedule where the teacher told them whom to tutor, what book to use and what page to turn to. The tutoring took place in the back of the classroom, and if the undergraduates had any problems, the teacher would be 20 feet away at the front of the classroom to help out.

Under this concept, most of the tutoring is done at the level of helping the kids from the neighborhood with their homework. As a result, the undergraduates do not need to be "trained" in order to be tutors. The undergraduates act as a supplement to educational programs in existing community agencies and are effective from almost the first week of the semester.

The success of the Miami project demonstrates this. In 1972, the principal of a special school for emotionally disturbed adolescents wrote:

> "The service that the tutors perform is irreplaceable. They bring a vital freshness and objectivity to our students' situation, which is often lost with 'volunteer' organizations. Their help makes possible the individual attention and instruction that our students so need. Because of these factors, our remedial reading students have had reading level gains of one to two years within a three- to five-month period of tutorage."

It should be emphasized that these are not "internships" for a few select undergraduates but elective courses, making *all 10 million college students eligible to participate*. The nation's undergraduates (who generally must take eight elective courses to get a degree) thus represent the only manageable resource that can match the country's illiteracy problem on its own scale.

Each undergraduate in this project tutors 60 hours per semester (six hours per week x 10 weeks in a semester). If 1 percent of the nation's college students enrolled in these courses, they would produce six million hours of tutoring each semester, and at no cost to the community. The undergraduates, by the way, are not paid; indeed, they pay tuition to take these courses. As a result, the undergraduates themselves provide a financial pool to continue the project after seed monies are terminated.

It goes without saying that people who can't read don't buy newspapers. But it is these same people who will not be able to do the work that will be required in the coming technological era. They not only will be unemployed but *unemployable* (and, perhaps, ungovernable, as well); they will need to be fed and housed and cared for by society for their entire lives. We must teach these people to read. Otherwise, they will create a constant drain upon the economy and exact massive social costs that I do not think the nation can bear. □

Manasa is director of The Washington Education Project. Publishers interested in seeing his type of literacy program established at a college in their communities may obtain a detailed outline of "How to Get This Project Started" by contacting him at 224 Third St. SE, Washington, D.C. 20003, (202) 547-3011.

THE WASHINGTON EDUCATION PROJECT

HOW TO GET THIS PROJECT STARTED:

I. PROJECT OBJECTIVES

II. GETTING THE FIRST SEMESTER STARTED -- WHO DOES WHAT

III. GENERAL OPERATION

IV. SUCCESS OF THE MIAMI MODEL

V. NATIONAL APPLICABILITY

VI. COSTS OF THIS PROJECT

Norman Manasa
Director

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I. PROJECT OBJECTIVES

1) To offer all college students, regardless of their major field of study, courses in the humanities and social sciences which will put them to work, under the guidance of university professors, teaching the poor to read. This is an attempt to provide courses for undergraduates that marry experience and theory at the same time.

The undergraduates tutor 6 hours per week for the semester in established community agencies where they directly experience the "reality" of one of the humanistic disciplines. In addition, they meet each week in a seminar with their monitoring professor where the theory of the academic discipline in which they are registered is explained in light of their experience in the community.

These are 3 credit, elective courses taken on a pass/fail basis. All undergraduates, with the exception of first semester freshmen, are eligible to participate.

2) To permit university students to learn compassion by being compassionate.

3) To provide competent tutorial help on a large scale to the illiterate of the community, and at no cost to them. These are the people who cannot read and write now and probably never will without reliable, day-after-day, long-term tutoring.

II. GETTING THE FIRST SEMESTER STARTED -- WHO DOES WHAT

1) What You Can Do:

The President of your local college or university is the most likely person to contact. Before doing so, however, the Washington Education Project will be happy to send you the "red packet" which contains the detailed internal structure of this project in outline form.

To get started, this project only needs one or two professors from one or two departments and 10 - 30 undergraduates. There should be at least 2 community agencies prepared to receive the students.

* 2) What The Project Director Does:

The project Director at each university arranges to provide tutors to community agencies that already have a education program in operation. These agencies might be public schools, jails, Head Start Centers, facilities for the emotionally disturbed, etc. The undergraduates act as a supplement to the teaching staff of the agency and the tutoring takes place in the back of the classroom under the supervision of the classroom teacher.

With the approval of the university faculty, individual departments are matched with community agencies that have some relation to the department's field of study. A hand-out is distributed at registration to the undergraduates that lists the participating community agencies, notes the days and times in which the tutoring can be done, describes the specific work that the student would do, and lists the department and course in which the undergraduate would register in order to work at that particular agency.

For example:

a) Emerson Head Start Center ..... M-F, 9:00 a.m. to 3:00 p.m., tutor inner-city pre-school aged children on a 1:2 ratio, as well as small group activities. Register in Elementary Education 422 or Educational Psychology 503.

GETTING THE FIRST SEMESTER STARTED -- WHO DOES WHAT (cont.):

b) The City Jail ..... M,W,F 3:00 p.m. to 7:00 p.m. only...tutor functionally illiterate adults in basic reading and writing....Register in Sociology 500 or Management 485.

The project Director also sets the time and place of the general organizational meeting at the start of the semester. It is held on campus and all project participants must attend.

* 3) What The Undergraduates Do:

At registration (indeed, at pre-registration), undergraduates choose one community agency from the list of agencies prepared by the project Director. They then register in the corresponding course and will work at this agency for the entire semester. They attend the general organizational meeting.

* 4) What The Community Agencies Do:

Agency heads poll their teachers to find those who want tutors and name one staff member to be the "Agency Representative" for the project. The Agency Representative attends the general organizational meeting.

GETTING THE FIRST SEMESTER STARTED -- WHO DOES WHAT (cont.):

* 5) What The College Faculty Members Do:

Faculty members visit the community agency with which they are matched; meet the agency head and Agency Representative; attend the general organizational meeting.

* 6) What The Student Coordinators Do:

The Student Coordinators visit the community agencies with which they have been matched; meet the agency head and Agency Representative; meet the university professors with whom they will be working; prepare for the general organizational meeting.

(Please note: It is the duty of the Student Coordinators to handle the day-to-day affairs of the undergraduates at their agency. They are responsible for scheduling and transportation of the undergraduates, for record-keeping regarding attendance and the written reports, and for general communications. This relieves the university faculty members and the agency staff of most of the leg work.)

* The complete list of duties for each project participant throughout the semester is contained in the Washington Education Project "red packet". The duties listed here only pertain to getting the project started.

GETTING THE FIRST SEMESTER STARTED -- WHO DOES WHAT (cont.):

7) The General Organizational Meeting:

All members of the project (professors, Agency Representatives, undergraduates, Student Coordinators, and the project Director) attend this meeting. It is held immediately after registration for the spring or fall semesters.

The project Director explains the general operation of the project and then the large group is broken down into groups by agency. Here the ground rules of the agency are set out by the Agency Representative ("Yes, you may bring books to the jail if you first show them to the guard. No, you may not bring any cakes."); work schedules and transportation schedules are arranged; the time and place of the first seminar with the faculty member is established.

When this organizational meeting is completed, each undergraduate should know something about the agency in which they will be working, where it is located, how they are going to get there (usually by car pool), and who to see when they arrive at the agency. Their work schedule must be established (for example: Monday, Wednesday, and Friday from 9:00 a.m. to 11:00 a.m.). They must be aware that they are to sign in and sign out for each tutoring session, and that they must make up any sessions they may miss due to illness. They must also know the time and place of the first faculty seminar.

If, at this organizational meeting, an undergraduate cannot arrange suitable transportation to the community agency, the undergraduate must choose another agency but this second agency must be matched with the university department in which the student has already registered.

The undergraduate should spend the first week of the semester touring the agency with the Agency Representative and should meet the teacher and students with whom the undergraduate will be working.

Actual tutoring should begin no later than the second week of the semester.

III. GENERAL OPERATION

This project is directed at each university by a member of the university faculty and the courses are offered on a pass/fail basis. As a practical matter, students who do the required work are awarded academic credit. However, the decision to award credit remains with the faculty member who is monitoring the undergraduate. By the same token, since the Agency Representatives are responsible for the people in their care, they may, of course, refuse to permit individual undergraduates to participate at their agency whom they feel do not serve the best interests of their charges.

University students who complete the five requirements of this course (listed in the "red packet") are awarded 3 credits at the end of the semester. Undergraduates who are not fulfilling the course requirements are informed early on of their deficiencies (poor attendance, etc.) and, if their performance is not made satisfactory, are permitted to drop the course or are given an "Incomplete". (In any event, if a student's performance at the community agency is not satisfactory, the student should be withdrawn from the agency.)

The time required of a faculty member or Agency Representative is about 3-6 hours per week.

Participation in this project is based upon the free choice of its various members. That is to say, no one would be compelled to participate and this would include the universities themselves, their professors and undergraduates, as well as the community agencies and the members of their staffs (for example, individual classroom teachers).

IV. SUCCESS OF THE MIAMI MODEL

The Miami project ran for four years (1969 - 1973) and sent over 1,000 undergraduates and 60 professors to 14 community agencies. The undergraduates worked as tutors in jails, inner-city schools, migrant camps, and in homes for the retarded in the Miami area (a complete list of these agencies is in the "red packet"). There were measurable successes such as these:

-- jail inmates passed the State High School Equivalency Examination and obtained a high school diploma;

-- the reading ability of emotionally disturbed adolescents was raised 2 years within 3 - 5 months;

-- handicapped children, depending upon the degree of their infirmity, were helped in their ability to recognize shapes and colors, to use various implements, and to care for themselves.

-- migrant children who spoke only Spanish gained some skill is speaking, reading and writing English.

To the general services already provided to these people by the Miami community, the university students were able to act as that indispensible supplement that brought reliable, day-in-day-out tutoring to people who could not advance themselves without individual attention. All the community had to do was to provide the base within which the undergraduates could work.

V. NATIONAL APPLICABILITY

This project can be adopted on a very broad scale since the problems it addresses are national in scope and since universities and colleges, basically, are composed of the same organizational elements. Any college, therefore, in any part of the country can establish this project and can do so without modification of its existing internal structure.

The Washington Education Project registers undergraduates in elective courses. At present, American colleges contain 10 million undergraduates who, generally, must take eight elective courses to get a degree. As such, these students represent the only manageable resource that can match the nation's illiteracy problem on its own scale.

VI. COSTS OF THIS PROJECT

The administrative overhead of this project is its main cost. The undergraduates are not paid for their work (indeed, they pay tuition to the college to take these courses which provides a financial pool to continue the project after seed monies are terminated). There is no capital outlay since all tutoring takes place in community agencies that already exist (public schools, jails, etc.).

The economic benefits of this project are considerable and easily seen:

-- first, there is the transfer of literacy from those who have it to those who do not. A college student in this project tutors 60 hours per semester (6 hours per week x 10 weeks) and creates $600.00 in tutorial services (60 hours x $10.00 per hour).

-- second, this project transfers to the illiterate poor the power to create wealth in the technological age, both for themselves and for the society. Without literacy, these people will be more than unemployed; they will be unemployable and will require subsidy for a lifetime.

This is a simple, inexpensive project to operate. There are virtually no costs to the community agencies and the colleges may apply for seed monies from one of several Federal agencies or private foundations to cover initial costs.

II. WHAT A STUDENT IN THE WASHINGTON EDUCATION PROJECT IS REQUIRED TO DO

Students who participate in this program do so by enrolling in a three credit, pass/fail course in one of several humanities departments. In order to receive the academic credit, students at the Miami project were required to:

1) Tutor six hours each week for the semester
2) Attend one seminar with the supervising professor each week
3) Submit a one-page report each two weeks
4) Maintain a private journal of their experiences
5) Submit a final paper at the end of the semester

ELIGIBILITY

All university students, with the exception of first semester freshmen, were eligible to take this course each semester of their undergraduate career. It did not matter what their major field of study was.

III. REPRESENTATIVE COMMUNITY AGENCIES

College students in this program do tutoring and they can do it effectively in almost any community setting. Below is a representative list of agencies from the Miami project:

1) The After School House -- a community school for young children in the impoverished area of South Miami

2) Boystown -- a home for dependent boys maintained by the Catholic Arch-Diocese of Miami

3) Carver Junior High School -- an integrated county school for seventh and eighth graders

4) The Dade County Jail -- literacy training in the men's division

5) The Dade County Jail -- literacy training in the women's division

6) The Dade County Stockade -- sentenced prisoners are prepared to take the State high school equivalency examination

7) Haven School for the Retarded -- a private facility for moderately handicapped children and adolescents

8) J.R.E. Lee Community School -- a county school for emotionally disturbed children

9) Montanari Residential Treatment Center and Clinical School -- a private facility for emotionally disturbed adolescents

10) Saint Alban's Day Nursery -- a day care center in the Black community of Coconut Grove

11) South Miami Junior High School -- a newly integrated county school

12) Spectrum House -- a private, residential treatment center for people addicted to hard drugs

13) Tucker Elementary -- a newly integrated county school for grades K-4

14) Dade County Youth Hall -- a detention center for juveniles

IV. UNIVERSITY DEPARTMENTS WHICH MIGHT PARTICIPATE IN THIS PROJECT

Humanities departments which participate in this program would register students in a three credit course on a pass/fail basis. Departments which might participate are:

* 1) Sociology

* 2) Economics

* 3) Speech

* 4) Elementary Education

* 5) Educational Psychology

* 6) Education: Administration and Curriculum

7) Psychology

* 8) American Studies

9) Philosophy

* 10) Management

* 11) Geography

* Departments which participated in the Miami project.

52

Mr. SIMON. We thank you. I am impressed.

Judy Koloski, the State director of adult and community education for the State of Maryland.

STATEMENT OF JUDY KOLOSKI, STATE DIRECTOR OF ADULT AND COMMUNITY EDUCATION, STATE OF MARYLAND

Ms. KOLOSKI. Thank you, Mr. Chairman. It is my pleasure to be here and I am here actually in two capacities. Representing the National Council of State Directors of Adult Education who are in fact responsible for administering Federal adult education, as well as in my capacity as legislative chairperson of NAPCAE, that is the National Association for Public Continuing and Adult Education.

In appreciation of your comments to be brief, I would like to go to what I think is the heart of the subject we have been talking about; what the problems of illitercy are, and some ways to deal with it or ameliorate the problem.

You have heard a lot of statistics this morning and you heard Secretary Bell talk about the plight of the unemployed, we've talked about some of the problems of concern with the military. In its wisdom, in 1965, Congress passed the Federal Adult Education Act. The purpose of which was simply to deal with and tackle the problem of adult literacy. It is, and I might state, the only Federal legislation that specifically deals only with literacy.

There are other acts that have components of literacy and basic skills training programs, but the Federal Adult Education Act, 95–561, is the only Federal act dealing with adult literacy. The act in 17 years has showed consistent signs of growth and achievement. In my written testimony, which has been submitted, there are many statistics presented with regard to number of people who have been employed, who have participated in the program, talked this morning about the concerns about the minority youth, 45 percent of the participants in the adult education program, the adult basic education program are illiterates, where they make up 55 percent. It is all in the written testimony.

We know, we have been talking this morning, that in spite of the fact that there has been programs available to meet the needs of adult literacy, statistics continue to grow. It is my contention that the reason they grow is because there have never been enough resources available to meet the needs of the adult illiterates in our country.

In 1980, the Adult Education Act with funding of $100 million served 2 million people. The average cost across the country for 4 hours of instruction per week was about $60 per student.

Mr. Simon, I have been in contact with Bill Reynolds, who is the State director of adult education in Illinois. Bill right now is implementing a regional planning program to meet the needs of adult illiterates. They serve students in the State of Illinois for $1.73 an hour. Yet in spite of that last year with 114,000 people served, there was a waiting list of 140,000 people to work for the adult basic education program. The needs are there, but we have never had the resources to meet the needs. And I would like to propose the reason for that.

Secretary Bell, this morning, alluded to that in his testimony, in fact, gave examples of other Federal programs dealing with literacy. He also indicated the administration is proposing consolidation of adult education and vocational education. In my opinion that consolidation is totally inappropriate. They are totally separate programs. One dealing with basic skills and literacy, the other dealing with job training. I am not opposed to the notion of consolidation, but if we are going to consolidate them, let's consolidate the Army military program, the basic skills occupational program. Let's look at the CETA legislation, the jobs program, that has money for basic training. Let's look at the Indian program, the migrant and refugee program, they are all basic skills programs. Little components. Vocational Education Act is a small component for basic skills for adults. But that is not the purpose of the Vocational Education Act and in fact it gets lost in the delivery of the vocational education program because that is not the primary purpose.

So when you ask about what can we do about the problem of illiteracy, if we were really into dealing with the problem, and I agree with Mr. Erdahl, it is a national issue. Secretary Bell said that the responsibility for education is the State and a local responsibility. I agree with that except for one thing. States traditionally see their role in education as K to 12. Postsecondary institutions, and I think rightly so, look for credentialed adults to participate in their program. Who then is responsible for those closet people you were talking about earlier who don't have basic educational skills? The national government has got involved in that because the States were not doing their job and with cutbacks in Federal and State education budgets, they will not do their jobs further.

Therefore, if we intend to look at the problem of illiteracy, I believe it must be a national concern, and it is a national problem, and is not just the State and local problem. And national, State and local governments do not have the resources alone to deal with that problem. So as you look to—and I hope this committee will look at how to deal with the problems of illiteracy. Let us look at—and all the Federal programs. You asked to meet with Secretary Bell. I applaud that effort. Because I would like to see this Government come and put together all the programs, all the components to the programs that deal with illiteracy and map one massive attack. If you just put the military budget for basic skills—I really enjoyed the comments on the Department of Defense Budget is $70 million for basic skills education. And the woman who testified earlier said that in the Army at least they had no more concern for basic skills education. I don't know what percentage of that $70 million belongs to the Army educational program, but that is 80 percent of the entire Federal allocation for basic skills programs for adults. Now, if they don't need that money, there sure are a heck of a lot of people in this country who do and I ask this committee to please look at that. Thank you for the opportunity.

Mr. SIMON. Thank you.

[Prepared statement of Judith Koloski follows:]

PREPARED STATEMENT OF JUDITH ANN KOLOSKI, LEGISLATIVE CHAIRPERSON, NATIONAL ASSOCIATION FOR PUBLIC CONTINUING AND ADULT EDUCATION; STATE DIRECTOR, ADULT AND COMMUNITY EDUCATION

Chairman Simon and members of the Subcommittee, I am Judith Ann Koloski, State Director of Adult and Community Education in Maryland and I am here today in two capacities: as a member of the National Council of State Directors of Adult Education and as the Legislative Chairperson of NAPCAE. I appreciate the opportunity to appear before you to discuss the problems of illiteracy in the United States and to describe already existing effective delivery systems for meeting the challenges of illiteracy provided by the Federal Adult Education Act.

The extent of the problem of illiteracy in our country is a national issue and a national disgrace. You have already heard from several individuals quoting statistics: according to 1980 census data 19%, of all adults —30.2 million people are functionally incompetent and an additional 53 (million are simply getting by at coping with everyday tasks. "The Illiterates," a front page report in the May 17, 1982 issue of U.S. New and World Report, clearly pointed to the need to take action to meet the educational needs of one in five adults who lack basic minimal skills to function in everyday tasks.

The Congress, in its wisdom, passed the Federal Adult Education Act in 1965 to begin to deal with this problem. The Act focuses on a target population of adults, 16 years of age and over who are not currently enrolled in school and who lack mastery of basic skills to enable them to cope in everyday life or to earn a high school diploma.

Over the years, the story of the Aduit Education Act had been one of solid, steady increases in funding and impact until just recently. The Act itself has been consistently amended and extended since it was first passed in 1965. The 1978 amendments, as found in Public Law 95-561, and the subsequent Rules and Regulations called for a significant expansion of the adult education delivery system, with the emphasis continuing to be directed to those who are most in need of basic education. They are the hardest to reach and the most difficult to teach. As a result of those 1978 amendments, encouragement has been given to community-based organizations to become active in offering adult education programs. These initiatives were in addition to the longstanding services which have continued to be provided by local educational agencies.

From all indications—including GAO reports and various external assessments—the Adult Education Act has been on the cutting edge of what has become a remarkable delivery system for the education of adults. It is an enormously successful educational enterprise which has kept its average per hour per student cost at less than paid as the minimum hourly wage. In this delivery system, all three units of government—federal, state and local—have had functional roles, and none has become dominant.

In 1980, with federal funding of $100 million, more than 2,000,000 adults in our country were given an opportunity to enter the mainstream of American society. Some of the more significant national statistics concerning the program are listed below:

The number of adults who became employed in 1980 as a result of this adult education program number nearly 71,000.

In 1980, 20,193 were removed form public assistance rolls which projected savings to the taxpayer of $47 million.

The projected total income earned by adults who became employed as a result of the program was $477,155,480.

34,500 adults were promoted on their jobs as a result of their experience in adult basic or secondary adult education in 1980.

Blacks and Hispanics combined make up over 45 percent of the participants.

Women made up more than half of the enrollment each year since 1968, ranging from 53 percent to 58 percent of the total

In spite of these encouraging facts, we know that the statistics on illiteracy continue to grow. The reason is that resources have never been sufficient to meet the need. The adult education program has never worked in isolation or duplicated the efforts of other programs. We have traditionally utilized volunteers, expanded the delivery system to include voluntary programs, community based services, local education agencies and community colleges. The adult education history has been one of collaboration, cooperation, scraping and scrounging to meet the needs of the population. Representative Simon, I have recently been in contact with Mr. William Reynolds, director of adult education in Illinois; he is now in the process of implementing state legislation requiring regional planning for the delivery of basic liter-

acy services, utilizing all available delivery systems. Illinois already has a fine record of collaboration with the Title XX program in meeting the needs of public assistance clients. In 1981, in Illinois, more than 114,000 people were served, at an average cost of $1.23 per contact hour. Yet in 1981, in Illinois, more than 140,000 people were turned away from ABE programs because of a lack of funds. The Fiscal Year 1982 federal budget provided Illinois with a three quarters of a million dollar cutback in support and the administration is proposed further cutbacks for 1983. Representative Simon, those waiting lists will continue to grow.

In my own state of Maryland in 1981, with more than 800,000 eligible participants, we served more than 30,000 audits at an average cost per student of $49.00 from the federal grant. In Maryland as in Illinois and other places around the country, we work in collaboration with many other service providers. The ABE program, however, provides more than 93 percent of the literacy training in Maryland; and utilizing all the other resources available in the state, we are still only able to reach about 4 percent of those in need. Yet the return on our investment is so great. With state and federal funds supporting adult education program in Maryland totalling $2.6 million, conservative estimates indicate that we returned more than $6 million to the state economy by removing participants from public assistance and enabling others to secure gainful employment. This 3/1 return of investment is duplicated all over the country.

The problem of illiteracy is national, not state or local. State educational agencies traditionally see their role as serving youth, in a K-12 capacity and institutions of higher education are primarily concerned with credentialled individuals. Who then, is responsible for those individuals who fall between the cracks, who need and want basic skills and whose lack of these skills is a great drain on our already devastated economy? As Congress originally determined, adult illiteracy is a national responsibility and should be a national priority.

The administration is currently proposing a consolidation of the Adult and Vocational Education Acts with greatly reduced funding levels. The Adult and Vocational programs have distinctly different objectives and serve distinctly different constitutencies. Adult Basic Education is a basic literacy program designed to enable the more than 20 million illiterate adults in our country to become functional, competent citizens. Its instruction centers on basic reading, writing and math functional skill development. Vocational education is a skill training program. Participants in that program must already be functionally competent to successfully participate. The consolidation would be inappropriate. The reduced funding level would be disatrous. If we are really concerned about the problem of adult illiteracy, then it behooves us to consider the consolidation of all federal programs dealing with adult literacy.

The Adult Education Act has proven, over the last 17 years to be a cost effective and quality delivery system in the battle against adult illiteracy. We don't need a new system—we need a coordination of existing systems. Let us put like programs together and mount the concerted effort that is necessary to provide resources for the undereducated adults in this country.

Thank you for the opportunity to speak to this distinguished Committee.

Mr. SIMON. Nancy Eggert, the board of directors, Literacy Volunteers of America.

STATEMENT OF NANCY EGGERT, BOARD OF DIRECTORS, LITERACY VOLUNTEERS OF AMERICA, WASHINGTON, D.C.

Ms. EGGERT. Mr. Simon, distinguished members of the subcommittee, and my fellow citizens.

I am Nancy Eggert, a member of the board of directors of Literacy Volunteers of America, today representing the volunteer literacy efforts of both Literacy Volunteers of America and Laubach Literacy Action.

I am representing tens of thousands of volunteer tutors. On behalf of LVA and Laubach and those tens of thousands of volunteers and students who are personally involved in combating illiteracy in this country, I want to express my gratitude for the opportunity to be here today to present our views.

Although written testimony has been submitted, I would like to take a few minutes to underscore a few points.

The first point that will doubtless be obvious to every person in this room is that our country has a serious problem which is undermining the economic, the political, the cultural pillars of our society. Unfortunately, many in our society are not aware of the extent or the cost of this problem. We have heard a lot of statistics today. There are approximately 23 million, using the 1975 figure, functionally illiterate individuals in our country, nearly 90 percent of whom are not currently being reached by any program.

It is estimated that $237 billion in earnings is lost by those who lack basic literacy skills; $6 billion in welfare and unemployment compensation can be attributed to illiteracy. But consider the costs in human terms. Consider the newly arrived Southeast Asian family whose limited command of English prevents their full participation in the American society and continues their isolation.

Consider what of the single mother who receives a notice that her already meager wages are going to be garnisheed by a furniture store because the previous official-looking document which she could not read was a notice of a default judgment. One of our literacy volunteers working in public health who could tell all sorts of stories has one that is particularly dramatic, about a young woman who became pregnant after giving birth control pills to her boyfriend because she couldn't read the instructions.

I am sure there are other tragic stories in the health field particularly. When this 23 million statistic takes on flesh and blood in the stories of actual people, one begins to grasp the magnitude of the pain and suffering, the loss potential of priceless human lives, and the creativity that will never benefit our society.

Nearly every literacy volunteer could tell us stories that reveal the hidden tragedies of illiteracy. Fortunately, nearly every volunteer tutor could also tell stories of success in learning and of changed lives. The good news is that we do know what to do with illiteracy. We already have methods, we have techniques, we have materials, we have programs, that could be effective for nearly every person who cannot read. Although of course we do need to develop and continue to develop new techniques and methods and approaches of reaching the masses, and of course to expand our programs to reach every last illiterate person.

The efforts and struggles of those who have preceded me in the literacy movement, of my colleagues here in the room, have made it possible for ordinary people, as well as professional educators, to use their time and energy to help others escape for illiteracy.

We are not starting from scratch. We are not dealing with the imponderables. We don't need to throw up our hands in despair. This is a problem that we know how to deal with. Literacy Volunteers of American and Laubach Literacy Action and other literacy organizations can point to scores of successful programs in prisons, in schools, in libraries, in neighborhoods, in migrant camps, in both rural and urban areas, involving all races and economic groups. More important we can tell stories of those who have raised their reading levels, those who have found employment, those who can now read stories to their children, those who can read the warning labels on their prescriptions. We have something that works.

Despite the successes of volunteer programs, volunteer efforts of course are only supplementary. We can't do the whole job. We don't intend to. We can only begin to fill the gaps. Perhaps our task can be seen as being the catalyst for action where there are places of need that are not being taken care of by currently available programs. The successful programs that do result need to become incorporated as a permanent and stable part of our Nation's educational structures.

We agree that schools today need all the help they can get from the Government so that, we hope, by the beginning of the next century, of course understanding that schools are not the only source or cause of illiteracy in our country, but by the 21st century I hope that all our literacy programs are going to be put out of business because there won't be anybody left to teach.

But in the meantime, funding for adult education needs to be provided for literacy and adult basic education programs. As was discussed before, care must be taken that literacy programs are not the first to be cut from a local school board's already lean budget or that basic literacy programs become lost in the shuffle with more advanced programs. We also need the technical services to back up these volunteer efforts. Literacy volunteers has nowhere near the funding to establish—whether it is 23 million illiterates or 35 million, or whatever it is. We depend on other agencies and other organizations. We need the basic research, the compilation of statistics that will enable literacy awareness efforts and effective targeting of programs. We need a way to do research to share information of what really works, what is essential, and what programs should be supported and replicated.

Volunteer organizatons need funding. We are a volunteer organization. We know the possibilities for volunteers, but experience has shown, just as a very basic example, that having an office, a telephone, one paid staff person, will tremendously enable the recruitment of students, the tutors, the coordination of a program. It is a lot easier for a potential student to take that big step toward literacy if he knows that when he calls on the phone for help, that there will be somebody that answers the first time, rather than hoping he gets the 2 hours when a tutor is available to be answering the phone.

Initial startup programs need funding.

Mr. SIMON. I don't mean to be cutting you short, but we are running out of time. Can you quickly summarize the balance of your testimony?

Ms. EGGERT. We understand the need for cooperative efforts between business and Government and volunteers. We can't and we don't want to depend on Government funding but we need help. We need regular and dependable help.

Finally, we would say that in using volunteers, it is obvious that we strengthen society by getting people involved in a significant way in making a significant dent in this serious problem, and we join with others in this room in expressing not only our concern for this serious issue, but our resolve that it not continue without being dealt with. Thank you very much.

[Prepared statement of Nancy Eggert follows:]

PREPARED STATEMENT OF NANCY EGGERT, SPOKESPERSON, LITERACY VOLUNTEERS OF AMERICA, INC. AND LAUBACH LITERACY ACTION

As a member of the Board of Directors of Literacy Volunteers of America, Inc. residing in Washington, I will be representing the voluntary literacy efforts of both Literacy Volunteers of America and Laubach Literacy Action headquartered in Syracuse, New York.

The common purpose of the two organizations is to enable adult illiterates and older youth to acquire the listening, speaking, reading, writing and mathematic skills they need to solve the problems they encounter in daily life, and to take full advantage of opportunities in their environment.

For more than 20 years, Laubach Literacy Action and Literacy Volunteers of America, the two largest national volunteer literacy organizations, have focused their energies on the mobilization of volunteers, the development of professionally approved training materials and the refinement of program support systems. Together the organizations represent 40,000 volunteer tutors and 60,000 adult students currently participating in their local community programs.

We represent volunteers who work with illiterate adults in New York City offices and in the rural villages of Aroostook County, Maine; from the insurance companies of Connecticut to the community colleges in Wyoming; from city dwellers who serve inner city neighbors of every ethnic origin in Chicago to inmates tutoring other inmates in the Staunton, Virginia correctional facility; from teens helping children in upstate New York schools to church parishioners teaching refugee families to speak English and tutors meeting students in libraries all across the country.

The opportunity to be heard by the members of the Subcommittee on Postsecondary Education is welcomed by both of our organizations and other non-profit voluntary organizations working in the field of adult literacy.

It is my intent to bring to your attention the unique perspective of the voluntary sector in these particular areas: A) The scope and impact of the problem of adult illiteracy as we have experienced it in nearly 800 community based programs; B) The successful role of the volunteer tutorial literacy program within the spectrum of literacy services; and C) The level of government involvement required to ENABLE the voluntary sector to effectively meet the needs of adults and youth who cannot read, write, compute and/or speak English.

We applaud the position of this Committee that services should be provided for persons of post-secondary age who need the most basic survival skills AS WELL AS students with the academic record, capabilities and aspiration to attend college. It is those adults who cannot read and write well enough to attain their personal life goals or who are not native to this country and do not understand and speak English whose needs we will address in this presentation.

The primary system for delivery of basic reading and writing skills instruction and the teaching of English as a second language has been the Adult Basic Education departments of individual school systems. In 1981, over 2.1 million men and women 16 years of age and older, received ABE services. That's only 10 percent of the estimated 23 million functionally illiterate in this country. Volunteer tutorial programs function as the outreach arm of the ABE system bringing services to a portion of the 20 million who either do not know of the public school programs or cannot travel to the site. We exist, also, to prepare students for the ABE classroom situation, to serve as a substitute if none is easily accessible, or simply not educationally appropriate for a particular student.

Studies show that each year we reach more students. The average LVA basic reading student advances 1 grade level in 30-45 hours of volunteer tutoring. Adult educators understand that adults learn in a variety of ways. We provide a choice that is non-threatening, individualized with an ongoing supportive relationship that provides rewards for both student and tutor. The appeal of the one-to-one tutoring situation for the prospective student who's been hiding his/her disability is the confidential, private nature of the experience, the possibility that learning could more readily take place than in the failure wrought classroom, and the factors of convenience of time and place selection. Beyond the improvement of reading skills, there are hard-to-measure intangibles of accomplishment which are highly significant. One-to-one tutoring is a two-way process in which the tutor learns as much as the student. The tutor becomes more aware of the student's life style, including problems of health, housing, and economics. This knowledge provides insight for the tutor into a culture which may be far different from his own. Such two-way exchange may go a long way toward lowering cultural barriers. For the students, there is an improvement of self-image and a growing belief that there may be a way out of present difficulties. Effects on families of students include new respect for

education, new respect for the adult who is developing new skills, and new respect for the volunteer tutor who is giving time and effort to others.

It's important to set the record straight: We're not describing students who are all black in color or Hispanic in origin. They certainly come for service in large numbers, but the majority of our clients are white Americans. They are mothers, assembly line workers, janitors, hospital orderlies, unemployed youth and successful businessmen. Just as there is no one reason why an adult can't read, there is no one typical student. They might be male, female, poor, rich or in between. They may be of any race—native or foreign born. There is no way of predicting. They have all experienced failure in learning to read.

Adult new learners must have a range of choices available in every community in the United States if we're serious about eradicating illiteracy in America.

Each community needs to address the problem in a co-ordinated way, utilizing all available resources. Coalitions of organizations are springing up across the country in communities, counties, states as well as on the regional and national levels. Libraries, correctional facilities, corporations, school systems and community colleges are taking leadership to increase the access to information and education by learning-impaired adults and youth . . . illiteracy seriously impairs the functioning of individuals in American society.

Volunteer tutorial programs usually originate from the grassroots interest of committed citizens and develop into fully organized local affiliates or councils with the help of the national and state or regional office of LLA or LVA. In that case, the expertise of business, industry, libraries, social agencies, schools, colleges, correctional facilities are utilized as sources of student referrals, funds, public education, materials, meeting places, volunteer help, hospitality and management expertise. At other times and locations, a program may originate from a perceived need by one of those organizations, and LLA or LVA may be called in to help train and provide materials for volunteer tutors, workshop leaders and program managers, as community resources interrelate in positive ways.

It has been our experience, in each of the 800 communities where LLA and LVA have active volunteer tutorial programs, that whenever adequate public relations methods are utilized to publicize the need for students and tutors, the response by adults who wish to learn to read or who want to learn to speak English is overwhelming! When the media engages in a "Literacy Awareness event" such as appearances by Wally Amos, Johnny Cash, Eli Wallach, Mrs. George Bush or other concerned literacy spokespersons, switchboards light up with requests for literacy services and offers to volunteer.

On the evening of March 3, 1982, Johnny Cash starred in "The Pride of Jesse Hallam", aired on CBS-TV. The dramatic story featured the dilemma of an adult who could not read and his eventual victory in overcoming his illiteracy through a tutor using Laubach Literacy Action methods. The next day, thousands of inquiries were recorded by Laubach Literacy councils across the country.

When Wally "Famous" Amos (LVA's National Spokesman) appeared on a television interview show in Chicago in February, for example, 350 telephone calls in one day were generated. We knew about the scope of illiteracy from facts and figures . . . but those callers were talking about the human suffering of individuals lacking in the most basic coping skills:

"I couldn't read the notes my children brought home from school so they never went on any school trips. They were left out."

"I could make good pizza, but I could never keep a job because I couldn't read the slips of paper the girls would put on the counter."

"My foreman never knew I couldn't read too good. My buddy on the same machine knew, and he helped me out. But he was laid off. How can I keep hiding?"

"My husband died and left me his business. But I can't write a check. I guess maybe some accountant will have to handle everything."

"I know I can keep my job as night janitor. But I'll never be able to get a better one unless I learn to read. And my kids are going to school I hope they don't ask me to read something."

"I'm not sure exactly what this bottle says. Two pills every two hours, or two times a day?"

We cannot serve them all. Let me tell you why:

Volunteers require staff support.

Volunteer tutorial programs on every level can only be sustained with adequate staff to facilitate the following volunteer functions:

Planning and managing the organization—coordinating volunteer Board of Directors and office personnel.

Educating the public—and attracting corporate and private contributions.

Recruiting volunteers and students and matching them.

Training volunteers and providing on-going encouragement, rewards, resource materials and in-service training.

Communicating with other agencies and with tutors and students.

Volunteers, therefore, assume responsibility for organizing and managing entire programs, training volunteer tutors, interpreting the program to corporate personnel, service clubs, and the media, maintaining and auditing the books, developing materials, providing technical consultation services and raising money to meet the budget needs. They come to us from every walk of life—professional, laborer, recent GED graduate. We need each one!

Non-profit literacy organizations utilize volunteers at every level of functioning. We are unique in our success. Our average annual cost per student has been estimated by LVA as $67.42 for 1981. Many of our volunteers have served selflessly and competently for a numbers of years—some for the 20 years of LVA's history, for instance. Our primary reason for being is to teach STUDENTS. A secondary purpose, but an important one, is to provide satisfying service opportunities for volunteers—with professional expectations.

The greater the percentage of staff/volunteer time engaged in the annual raising of minimum operating budgets, the SMALLER the percentage of time the same pool of personnel has to spend on SERVING CLIENTS.

Volunteers are doing the job. LLA and LVA could expand their services to serve more illiterate adults and youth IF GOVERNMENT FUNDS WERE MADE AVAILABLE ON A REGULAR, ONGOING BASIS for minimal, basic operating costs. We do not seek 100 percent funding from any source, but take the strong position that the federal government must share the responsibility. That investment would be multiplied by enhanced ability on the part of voluntary literacy organizations to concentrate their energies on direct services (rather than fund raising) and engaging in the quality and quantity of public awareness campaigning that would attract corporate and private dollars for use in the EXPANSION OF LITERACY SERVICES, in a way that government agencies have been unable to do in the past.

In addition, we are not the originators of statistical research in adult literacy. We depend upon the services of government and their subcontractors to make those available to us. We need that information to heighten public awareness about the problem. We know about the 23 million functionally illiterate adults identified by the Adult Performance Level Studies, the Harris Poll and the Ford Foundation study in the 70's. As organizations with small staffs, we need to have 1982 statistics . . . even 1980 Census figures should be readily available to dramatize the scope of the problem of illiteracy in this country and to enhance our credibility. We're waiting . . . and watching for that data to be supplied. Ten years is too long a time to be using the same figures. We'd like to urge that literacy research activities by the U.S. Department of Education and others be encouraged with appropriate funding, project evaluation and dissemination, so that the cause of literacy may be advanced in a timely manner.

We recognize that the task of producing a literate nation begins at the earliest ages and continues with aggressive programs to reach and teach adults who were unable to learn to read and write as children. We urge the Committee to closely monitor those policy decisions that relate to the teaching of basic skills in elementary and secondary schools—they have significant impact upon the magnitude of the needs to be met in postsecondary programs.

If Adult Basic Education served 10 percent of the functionally illiterate adult Americans in 1981, voluntary programs another estimated 1 percent, that leaves a whopping 89 percent still to be reached. I respectfully suggest that the problem needs to be addressed. Voluntary literacy organizations are ready, willing and able to meet the challenge of supplementing already available classroom resources with one-to-one tutorial services in reading and English as a Second Language. We need access to a fair percentage of consistently available federal and state dollars to do it well!

We've been interested to note the emphasis the Administration is placing on private sector initiatives—meeting the needs of the disadvantaged with voluntary efforts. We agree with that! We've been doing it for 20 years. It is our position, however, that the responsibility is a shared one. Voluntary activity does not just happen. It takes regular, renewable funding at the operational base to bring the volunteer into the program and prepare him or her to function effectively and to his or her satisfaction. We also believe that voluntary agencies need to be represented at the policy making level. LLA and LVA value this opportunity to provide information to this committee.

It has been my privilege to share with you the experience and views of LVA and LLI, representing the voluntary literacy tutorial programs. What remains at the center of our consciousness as we work in the field is the awesome weight of human suffering experienced by individuals who cannot read. What keeps us going, is the possibility for change that enables adults to grow and develop in positive exciting ways. In closing, I'd like you to meet ADDIE HEDGEBETH, a Literacy Volunteers of America student from Rochester, New York who wrote this message as a gift to let the Rochester LVA tutors know how grateful she was for what had been done for her:

You have opened a new life for me
  You're making all my dreams come true
You have shared your time and your love
  To people you had no knowledge of
You have put light into the darkest rooms
  You have sowed seeds to make our flowers bloom
You have given some of us peace of mind
  You have given me a light that really shines
I just want to thank you Literacy Volunteers
  For being on our side.

Our challenge to this committee: To see that the priorities of the Federal Government provide for a fair share of responsibility for the Addie Hedgebeths of this world—they need us ALL on their side! Thank you very much for your attention.

A New Life For Me

This speech was delivered by Addie Hedgebeth at the 1981 LVA Annual Conference in Rochester, NY.

My name is Addie Hedgebeth. I am very pleased to be here this morning to tell you how Literacy Volunteers has helped me and has brought me up to where I am today. My hopes are to get my GED within the year. I had a third-grade education. I could not read or write, so I went to Literacy Volunteers one day to see if I could get help. I saw Literacy Volunteers advertised in a booklet. My social worker read it to me and told me to call. That was in October 1980. There were things I thought were impossible like reading a book to my children, making out my own budget, reading recipes when I bake and cook. I can read song books at church. I open up church service, which means reading from the Bible. All these things I thought were impossible a year ago until Literacy Volunteers began helping me and making my goals come true. After I have received my diploma I want to continue my education by taking nurse's aide training.

This is why I have written this poem to let you know how grateful I am for making the impossible come true.

You have opened a new life for me
  You're making all my dreams come true
You have shared your time and your love
  To people you had no knowledge of
You have put light into the darkest rooms
  You have sowed seeds to make our flowers bloom
You have given some of us peace of mind
  You have given me a light that really shines
I just want to thank you Literacy Volunteers
  For being on our side.

For more information about the Literacy Volunteers program, contact:

Literacy Volunteers
of America, Inc.
404 Oak Street
Syracuse, New York 13203
Telephone: (315) 474-7039

Or your nearest local Literacy Volunteers member organization:

What is LVA?

LVA, Literacy Volunteers of America, Inc., is a national organization, founded in 1962 in Syracuse, New York, to combat the problem of adult illiteracy in the United States and Canada. Its primary premise is that well trained and carefully supported volunteers can be effective tutors of adults, and that with the enlistment of this huge pool of talent, a significant impact on the problem can be made. Currently, over 20,000 tutors and students are involved in LVA's basic reading and English as a second language programs.

LITERACY VOLUNTEERS of AMERICA Inc

20th ANNIVERSARY

How does LVA work?

Through its

Member Organizations

called affiliates

An affiliate's primary purpose is the training, supervision, and support of volunteer tutors in its own community. It must meet LVA standards, use LVA's tutor-training workshops, be financially self-supporting, and have its own governing body. An affiliate member may be either a group of volunteers who are organized for the sole purpose of carrying on the Literacy Volunteers program or it may be an agency which uses LVA methods and materials to conduct a volunteer tutorial program as one component of its overall operation.

Affiliates may tutor students in the community at large or may work in such special settings as:

Adult Basic Education (ABE) Centers
where volunteers tutor ABE students who need special help in keeping up in class or those who have dropped out of ABE classes.

LVA's tutors also refer their students to ABE classes as soon as the students are ready:

Correctional Facilities
where both community and inmate volunteers are trained to tutor inmates;

Libraries
which adopt the LVA program as an integral part of their outreach program and sponsor the volunteer effort in their own communities;

Schools
where LVA tutors work with the professional reading staff to provide individual assistance;

Business and Industry
in which business firms provide major support to LVA programs. In some cases company personnel are given released time to tutor or be tutored, or assume leadership positions in the program.

Through

Technical Assistance

provided to agencies or organizations who want to initiate or expand their own tutorial programs in basic reading or English as a second language. The technical assistance workshop provided by LVA includes:

Tutor Training
in LVA's Adult Basic Reading or ESL Workshop;

Workshop Leaders [illegible]ining
to prepare the client to conduct tutor training;

Program Management Training
to prepare the client to initiate and maintain a local tutorial program using volunteers.

Technical Assistance Workshops are given either for a single agency or for representatives from five to ten agencies, sharing costs of training, offered at a location of mutual convenience.

Through

Special Projects and Support

LVA has successfully carried out major projects for the:

The U.S. Office of Education – Demonstration, national staff development, and Reading Academy Projects.

The Law Enforcement Assistance Administration – Demonstration Literacy programs in New York and New England Correctional Facilities.

The National Endowment for the Humanities – A humanistic bibliography and low-level reading materials for adults.

LVA and its member organizations have developed local and state wide projects with the support of:

State Departments of Adult Education
LSCA (Libraries)
CETA (Department of Labor)
ACTION
Corporations (Carrier, Eastman Kodak, Xerox)
Foundations (Edna McConnell Clark, Field, Readers Digest, Hearst, Snow, Gifford and Amos)

What does LVA provide?

For tutors—for those who train tutors—for those who want to establish tutorial programs, LVA offers such materials as the workshop textbooks, **TUTOR** and **I Speak English; READ,** a diagnostic test, **ESLOA,** an oral English assessment, handbooks for all aspects of organizational work, a detailed **Bibliography;** and the workshops themselves.

The 18 hour **Adult Basic Reading** or **ESL Workshops** both use instruction by tapes and slides, plus live demonstrations and practice teaching.

The **Basic Reading Workshop** includes instruction in four techniques of teaching reading: language experience, sight words, phonics, patterned words, and how to apply all of these. Trainees also learn how to test students, how to plan lessons, set teaching goals, and motivate students.

The ESL Workshop includes segments on intercultural communication, orientation and testing, listening comprehension, getting started, non-verbal communication, survival skills, language skills, basic techniques, goals and lesson plans, citizenship and other cultures.

The Basic Reading workshop and tutorial experience has been evaluated by the American Council on Education, which recommended it for three semester hours of credit for successful completion of the program.

READ ON! a sequential basic reading instructional series.

For more information:
Phone: 315/474-7039
Literacy Volunteers of America, Inc.
404 Oak Street
Syracuse, New York 13203

Why is LVA needed?

The enormity of the problem of illiteracy in North America has been highlighted by a number of studies.

The U.S. Office of Education study in 1975 identified 23 million adult Americans in the United States as "functionally illiterate." The majority of these individuals lack the skills to cope successfully as workers, parents, and citizens. The National Advisory Council on Adult Education terms them "voiceless and disillusioned. Their total life focus is survival."

The 1976 Canadian census shows about one million persons or 6% of the population age 15 and over with less than a fifth grade education. This does not include large numbers of adults with more schooling who are still unable to read at a fifth-grade level.

In addition, there are increasing numbers of non-English-speaking adults who desperately need to be able to converse in English. LVA programs serve non-English-speaking persons from over 50 countries.

ILLITERACY

It makes us all losers.

25 million Americans adults are functionally illiterate. Thousands right in your community can't even fill out a job application. We all lose. We pay for illiteracy in many ways, including programs that treat the symptoms, but hardly ever the cause.

LOST: Dollars

An illiterate adult earns 42% less than a high school graduate. That adds up to $8 billion a year in lost tax revenues. And $5 billion of your taxes support welfare recipients who are unemployable due to illiteracy.

LOST: Productivity

At the same time that unemployment edges toward all time highs, American industry can't find enough employees with basic literacy skills to fill empty positions. And countries like Japan, with a better educated work force, outstrip American productivity rates.

LOST: Human Rights

20% of America's adults can't make informed decisions because they can't read. They can't understand a contract or shop for a bargain. And illiteracy among blacks and Hispanics is two and three times greater than the national average, insuring racial inequities in employment and income.

LOST: Safety

Crime. Most crimes are committed out of economic need. Since it guarantees economic need, illiteracy translates into billion dollar crime-related destruction.

National Security. National defense depends on sophisticated weaponry. But 25% of Army enlistees can't read training manuals written at the 7th grade level.

Accidents. Illiterate patients can't read life saving instructions on poison labels or use the phone book to get help. And industrial accidents result when workers can't read safety instructions.

LOST: The Future

The number of illiterate Americans is swelled by nearly one million school dropouts each year. The *U.S. News* forecasts that the decline in reading skills will lead in two decades to an elite literate class of no more than 30% of the populations.

Adults are wage earners, consumers, voters, policy makers, parents. We run the nation. And while 1.5% of us are illiterate, we can't run the nation very well.

WHAT CAN YOU DO? TURN THIS PAGE OVER

PASS THE WORD

Illiteracy keeps America's potential behind bars. It leaves the classroom with school dropouts. It waits with America's unemployed workers in lengthening lines. And it passes from parent to child as part of the cycle of poverty.

But adult illiteracy is invisible. It receives little attention everywhere, not just in your state.

Laubach Literacy Action wants you to know what we are doing to combat illiteracy throughout the nation. Write us and we'll tell you more about our literacy programs and how they make all of us winners.

Then pass the word.

TUTOR

You can open doors for an adult nonreader like Sam. Sam just turned down a promotion at work because he knew he couldn't read the training instructions for the new job. So his literacy is a set of words at home where his children are beginning to wonder who dad'll ever help with their homework.

SUPPORT A GROWING PROGRAM.

Laubach Literacy Action trains volunteers to teach America's most needy adults, the hard-to-reach, hard-to-teach, hard-to-believe illiterates. And they're the fastest growing segment of the population.

Within the next five years, we want to double the number of adults we help to read. We are preparing new tutor training programs and printing more books for adult newreaders. And we're working with other adult education programs to help them grow.

We invite you to support the literacy education programs we're developing. We want you to understand the problem of illiteracy and work with us to make it obsolete.

Really, you can't afford to be

☐ Yes, I want to find out more about illiteracy and how I can help fight it.

Name _____ Phone Number _____

Street Address _____ State _____ Zip _____

Local group: _____

Mail to: **Laubach Literacy Action**
1320 Jamesville Ave.,
Syracuse, N.Y. 13210

Laubach Literacy International

LAUBACH LITERACY ACTION

U.S. Division of Laubach Literacy International

Mobilized for Action

Laubach Literacy Action specializes in mobilizing volunteer resources to combat adult illiteracy. Twenty-three million Americans are functionally illiterate, but less than 10% are enrolled in any educational program. Many work in low-paying jobs or stand in lengthening unemployment lines, unable to read a want ad or fill out a job application. Each year their numbers are swelled by nearly one million school drop outs.

Laubach Literacy Action (LLA) has trained tens of thousands of volunteer tutors, writers, and program administrators to serve adults like these. The U.S. program division of Laubach Literacy International, LLA targets low-reading-level adults not reached by other educational programs. LLA's community-based literacy programs are at work in 46 states.

Action: Program Development

LLA trains volunteers to tutor nonreaders and to administer local programs. Training enables local groups to recruit students and tutors, train volunteers, develop joint programs with other agencies, and educate the public to the needs of the non-reader. Training in both tutoring and program management is available from mobile trainers and at national and area conferences.

TUTOR TRAINING: LLA's certified volunteer trainers offer workshops equipping tutors to teach listening, speaking, reading, and writing to native speakers of English (Basic Literacy) and to speakers of other languages (ESOL). Volunteers are also trained to write materials meeting the special needs and interests of adult new readers. These three workshops have been approved for college credit by the American Council on Education.

LLA encourages experienced tutors and writers to become certified workshop leaders. Skilled supervisors assist apprentices to develop training skills through demonstration, practice, and discussion.

LEADERSHIP TRAINING: Training in organization, administration, team-building, and communications arms volunteer leaders to manage on-going local programs. Leaders learn to conduct thorough assessments of local needs and resources and to develop, monitor, and evaluate programs meeting their community's special literacy needs.

PROMOTION: LLA promotes adult literacy services through the national media and through contacts with leaders of national and state agencies which serve the nonreader.

LLA provides member groups with public communications tools for promoting literacy in the local community. Fund-raising assistance is available to state and area programs seeking to expand service delivery systems.

Action: Information and Referral

LLA's national office supplies information and technical assistance to individuals and agencies which want to establish literacy programs. Information on a variety of literacy program methods and materials is available. The office also refers prospective students and tutors to the nearest LLA group or other educational program.

Action: Research and Development

LLA is unique in its relationship with New Readers Press, the publishing division of Laubach Literacy International. New Readers Press (NRP) produces teaching and tutor-training materials incorporating decades of volunteer field experience.

Basic skills materials equip volunteers to teach literacy skills to both native speakers of English and speakers of other languages. The newest series teaches basic math. NRP's wide range of practical skills and leisure reading materials supplements the instuctional series.

LLA's long-range development program targets the learning needs of literacy-deficient adults who don't enroll in traditional educational programs. New methods and materials will equip community groups to more effectively:

- -recruit hard-to-reach students;
- -place students in a program appropriate to their learning goals;
- -provide support services to increase student and volunteer retention;
- -enable students to transfer newly acquired skills to daily life tasks and advanced educational programs;
- -teach communication skills;
- -plan, organize, and evaluate local literacy programs.

Background

As the U.S. program division of Laubach Literacy International LLA draws on 50 years of literacy programming experience. Founded by Dr. Frank C. Laubach, Laubach Literacy International conducts literacy programs in six other countries.

LLA is a member of the American Library Association and the American Association of Adult and Continuing Education. In 1981, the U.S. Department of Education awarded LLA its Certificate of Merit for effective service in the development of literacy. LLA's public communications program has also received special tribute from UNESCO for educating the public to national literacy needs.

FOR MORE INFORMATION

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A message from
Laubach Literacy International

Michael Rawson's First Step

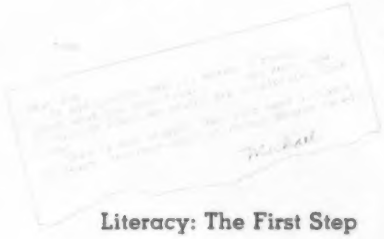
Michael Rawson's scribbled plea hit me hard. When I finished my Laubach tutor training course, they showed it to me. They told me how Michael wanted a better job, but HE WAS IN BIG TROUBLE. He couldn't fill out a job application, read a road sign or write a check. I challenged him to take *the first step - learn to read.*

Michael was really afraid when we started the lessons. He'd been trying to hide his reading problem from everyone, including his boss and family.

He showed me his birthday card for his daughter and asked, "When she sees this, think she'll guess her Daddy can't read?"

After six months, Michael already finished the Second Skill Book in the Laubach reading series. And look what he's accomplished. He wrote this note.

He did it. He filled the job application form and they hired him. And we've set goals together. He finishes all the skillbooks next week. We visited several agencies, and Michael enrolled in adult education classes. His life is just beginning.



Literacy: The First Step

WARNING: Illiteracy is Dangerous to Your Health!

by Karen Norton / Laubach Literacy International

With the numbers of illiterate adults now calculated in the tens of millions, the problem of adult illiteracy in the United States has become so severe that we suggest the Education Department consider posting signs:

Warning: The U.S. Education Department has determined that illiteracy is dangerous to your health.

Two studies of the problem conclude that at least 23 million American adults have serious literacy handicaps and another 27 million could benefit from instruction.

The Adult Performance Level study, commissioned by the U.S. Office of Education, tested the ability of adults to perform functional literacy tasks, such as:

- addressing an envelope;
- reading a want ad;
- understanding a simple paragraph explaining why it is illegal to be held in jail without being charged with a crime.

Literacy Needs — Shocking!

The sobering results of the study, published in 1975, show that 20% of American adults over 18 could barely cope with everyday reading and writing tasks. An additional 33% were functioning with difficulty.

Literacy expert Dr. Carman St. John Hunter — in a study sponsored by the Ford Foundation, underlines the importance of 12th grade literacy proficiency within the context of an advanced technological society.

This parameter is sound considering that it takes a 9th grade reading level to read the antidote on a bottle of lye; a 10th grade ability to understand the instructions for filing an income tax form; a 12th grade ability to read a life insurance policy.

Yet between 54 and 68 million Americans lack a high school diploma. Twenty-six million of these have not completed the 9th grade.

The personal anguish and isolation of millions of our citizens who have little or no access to the written word are not calculable. But illiteracy is very clearly of one piece with the nation's most crucial problems: the deterioration of the economy, the inability to maintain adequate military preparedness, the social inequities which challenge basic human freedoms.

Paradoxically, a national shortage of skilled workers exists at a time when nearly 8 million are unemployed.

In an article dated January 22, 1981, the Wall Street Journal reports that employers cannot find enough applicants who are sufficiently skilled in basic reading, writing, and math skills to fill empty positions. According to the same article, nearly a third of 800 companies surveyed must resort to offering remedial education courses to poorly prepared employees.

Military in Trouble

According to Admiral Hyman Rickover, 30% of Navy recruits are dangerous to themselves because they lack basic educational skills. And the U.S. Army, which increasingly depends on sophisticated weaponry, refers 27% of its enlistees to remedial reading classes. Why? Because they cannot understand training manuals written at a 7th grade level.

Illiteracy also exacerbates the nation's most severe social problems.

Equal opportunity employment programs are rendered meaningless when the illiteracy rate for blacks is five times that for whites.

And crime is closely associated with the inability of poorly educated offenders to obtain adequate employment. Florida Judge Charles Phillips reports: "Eighty percent of the new criminals who pass my desk would not be here if they had graduated from high school and could read and write."

Clearly illiteracy jeopardizes the well being of all.

Already, increasing awareness of the violence illiteracy works on society has prompted diverse groups — industry, labor, libraries, government agencies, social service groups, publishers, service clubs — to join in a call for action. Some are even organizing basic skills programs for their own constituencies or as a service to the community.

Laubach Literacy International applauds the growing involvement by these diverse groups. The problem of educating an adult population at least half the size of America's entire elementary and secondary school enrollment demands the participation of all sectors of society.

Diversity - The Best Hope

Even more important, the diversity of the groups offering basic skills instruction will give rise to a variety of programs and approaches. The differing skill levels and learning goals of adult learners will be met only by a wide range of educational services, and the growing involvement of diverse groups may well offer the best hope for making significant inroads against illiteracy.

Laubach literacy tutors have a unique contribution to make to a broadly based national effort. They are equipped to reach the more severely handicapped segment of the illiterate population: those reading at or below the third grade level.

Their one-to-one tutoring approach reaches adults who are fearful of the traditional classroom environment where, as school children, they experienced repeated failure and shame.

The one-to-one approach is also highly responsive to adult learning needs. Adult learning goals are almost always practical: to get a better job, pass a driving exam, or help children with homework. Enabling learners to state their goals, and supplementing lessons with reading material directly related to those goals, is readily accomplished when the tutor's entire attention can be focused on one learner.

Tutoring programs are also flexible enough to adjust to special needs. This may mean meeting in the homes of parents who can't afford baby sitters. Or it may mean intervening with the authorities, as did one midwest tutor.

When she learned that her student, who was making rapid progress, was about to be sent to jail for a minor offense, she contacted the judge. Impressed with the student's effort to learn, the judge reduced the sentence to probation, on the condition that the student continue his learning program.

Twenty-five thousand trained Laubach tutors are now at work in 580 American communities. They teach 32,000 illiterate adults every year, train new tutors, and help other organizations establish their own programs.

Recognizing their unique ability to reach very low skilled adults, the volunteer army is ever sharpening its expertise and expanding its efforts.

The First Step: Awareness

Laubach volunteers everywhere welcome the growing awareness of the dangers of illiteracy. National recognition of the problem, however, is just the first step.

Currently less than 10% of those who could benefit from instruction are enrolled in any kind of educational program. And, in many communities, illiteracy remains an invisible problem.

A national campaign against illiteracy is essential to find the many solutions needed to conquer the problem. Laubach volunteers look forward to being part of a campaign providing programs for all illiterate Americans, and to the day when every American can be equipped with the literacy skills prerequisite to a healthy, democratic society.

Mr. SIMON. And, finally, Jane Heiser of the Enoch Pratt Library of Baltimore, Md.

STATEMENT OF JANE HEISER, ENOCH PRATT LIBRARY, BALTIMORE, MD.

Ms. HEISER. Thank you. I am very glad to be here today. I, too, am wearing several hats. I represent not only probably the largest, longest education program in the libraries in the country, our involvement has started, I think, traditionally back when the doors opened. The Pratt Library was established—I also, in my capacity as president of the alternative education program section of the Public Library Association represent not only in my statements, but in my testimony what the Pratt Library is doing is happening in libraries all over this country, to the point where underscoring Mr. Erdahl's necessity for programs in research—recently at the American Library Association Conference in Philadelphia, because of budget problems there also, an executive committee recommended the office of outreach of the American Library Association and the office of research be abolished as a money-saving effort. Almost to a man, regardless of race, women's movement or affiliation, academic school, and public libraries, the membership rejected that motion and the executive committee of ALA has instructed that committee to try to find a way. The office of outreach and research itself tells you what it does, but outreach is the arm of the American Library Association that provides and coordinates and initiates service, like literacy services to other minority groups.

Today I should be at Maryland State Penitentiary. That is where I was scheduled to be this morning. So I do represent the efforts also in the penitentiary where inmates are being trained to tutor other inmates.

Mr. SIMON. You are talking about voluntarily being at this penitentiary?

Mr. ERDAHL. I thought the chairman was going to say that some of us probably should be there too.

Ms. HEISER. Since it is a men's penitentiary and I have a hard time getting in, believe me. It is harder to get in than I expected.

We are now trying to reach—my main goal in life, as you will see in my testimony is to provide services for those organizations and individuals that help the nonreading population. We help with materials and training and you will find in my testimony, I had hoped today to try to make some of my statistics real. I think the most effective piece of paper that I have, as I sat down to think, how would I tell you about the people, because I knew that people would give you all kinds of 23 million and 25 million. Just who are the people that we serve every day and I tried to give a profile first of the adult nonreader. Then I realized there is no profile. The age group runs anywhere from 16 to 84. Those are the students I myself have seen. The ethnic background runs the range of whatever we have in this country. The intelligence, the language, the education range. It was interesting today listening to the Secretary tell about a sixth grade education means you are literate.

I don't have the exact statistic of the maybe 40,000 been through our programs who have been high school graduates, who have

ended up nonreaders in this country. I don't have the time to count it. The work and occupation from unemployment to pretty high skill occupation. The economic situation. What about the man who owns his own business and has supported five children, put them through college, who cannot read himself. The motivation can be anything. People come to us to learn to read for a variety of reasons, mostly to get a job, help their families, get a driver's license. They leave us perhaps not raising one reading level or three reading levels, but they have done something. The gentleman who is 50, who said before television cameras, which was very brave of him, that now I feel that I can help my teenage children. They respect me now because I know more than they do. Or at least I can read what they do.

We, as my testimony will show, got into the literacy business to meet a demand. Public libraries try to meet the demands of the public and the needs of the public. It has snowballed from cooperating with the schools in GED programs to providing 1-to-1 tutorial service to using our own operating budget to pick up adult basic education on GED teachers' salaries because those funds have been cut from public education.

Libraries have initiated and tried to coordinate the services they see in their communities to meet these needs if they themselves cannot provide these services. It is ironic, almost, at this point where I have been doing this for 15 years. We are to a point where people realize that coordination is necessary. We are all talking to each other. Education is talking to libraries, volunteer organizations are talking to libraries, and everyone else. And now everything is at a standstill. You ask what we could do. There have been some major efforts. The ones I am most familiar with are on the part of libraries. There was a White House Conference on Libraries which submitted several pages of recommendations on what could be done. There was a study funded by the Department of Education on libraries and literacy which came up with recommendations on both the State, Federal and local levels.

What can we do? There is a lot. I think if we all got together and talked about it, there is a lot being done and a lot we could capitalize on. There is also meeting regularly in this city a national literacy coalition that is made up of head of education organizations, professional organizations, the head of library organizations, and people from the Department of Education. But it is standing still.

So on behalf of the people I represent, I would like some help from on top to move the problem. Thank you.

Mr. SIMON. Thank you. What percent of the people in the greater Baltimore area who are illiterate have you reached, do you think?

Ms. HEISER. Well, if we have 200,000, our programs alone have only reached about 50,000 of those individuals. At the current time there are not only our programs, but we support the efforts of nearly 50 organizations and close to 1,000 individuals who are already working. These are mostly volunteers; this does not include the public school effort.

Mr. SIMON. Mr. Manasa. Your program is, as I gather, primarily geared toward the young student, it is not for the adult, is that correct, or am I misreading?

Mr. MANASA. No, sir. This project worked with both adults, with elementary grade school-age kids, with senior high school kids. The program is adaptable to any community agency that has the teaching program already in place.

For example, we worked in three jails in Dade County. One of the jails had a Dade County high school teacher who had a classroom of men who was preparing them to take the State high school equivalency exam and get a diploma. He had about 50 men and he wasn't getting very far. The inmates were easily discouraged. Things I am sure you know about.

But we were able to provide these tutors, who under the guidance of the professor or of the teacher, who were able to take in hand the jail inmates at a ratio of 1 to 2, and work them through the exercises and thanks to that sort of cooperative effort they did pass the State exam and they did get a high school diploma.

The only thing this project needs to work in the community is a building that is there, a school or a jail or something on that order, which has a more or less captive population, you might say, and an education program that is already in place to which our undergraduates act as a supplement. We work with adults, we work with retarded children, migrant camps, where the people there spoke no English. It covered a whole host of institutions in Miami.

Mr. SIMON. Miss Koloski, you mentioned waiting lists to get into programs. My experience, while very limited, is that most people who are functionally illiterate are very embarrassed by it. This is where the library seems to me would fit in naturally, there is nothing embarrassing about going to a library. Frequently they don't want to go to a public school or someplace like that. I had an experience just this past Sunday of someone telling me that he is a cousin of a U.S. Senator and I said can you write down your name and address for me so I can tell him, and he kind of hesitated for a moment and he said can you write down my name and address.

Of course I did. What do we do about this, is my experience not—maybe I am getting a distorted picture, but most people are not willing to come forward. They want to hide their problem.

Ms. KOLOSKI. I think your experience is exactly correct. One of the real problems we have always had, and one of the reasons we need support of a volunteer tutorial program in other institutions, is that the people we are trying to reach through the adult learning act are in fact extremely difficult to reach. They do hide their problem, they don't want people to know about it. One of the things that I think is important to note, in the delivery of the adult education act we go everywhere. We fund the AEA program at the Pratt Library. We work in church for instance, we work in store fronts. I started a program in Connecticut in conjunction with the adult basic learning program. So that it has consistently been in an area where we are aware of the fact that these people are hard to reach and it is extremely difficult to get to them and we need all the resources we can, whether it be a 1-to-1 tutorial program in a library which is prestigeous, in fact, for an adult to walk into, who cannot read, whether it is in a college, or at a home, or in a local restaurant. I used to tutor in a Howard Johnson's in Connecticut because—

The problem, with the waiting list and the concern is that you could only—when you deal with people whose reading levels are so diversified you can't have a class with 30 people in it. It is almost impossible to work. We need tutorial programs. We need the additional support. We do try. In Maryland we don't have waiting lists at this stage in the came. You will note in my written testimony I said in cooperation with the libraries and all the other literacy programs, with ABE delivering 93 percent of the literacy training in the State, we still, all of us together, only reach 4 percent of the population who need this service in the State of Maryland. We can't put any more than 20 people in a class. Jane only has limited time to train all the volunteers to work with the people so it is an immense problem and it is very hard to bring those people in. They have other concerns——

Mr. SIMON. What is the 4-percent figure you use again——

Ms. KOLOSKI. There are in Maryland 870,000 adults who do not have a high school diploma. We talked about a lot of definitions of literacy, but we use that. We in Maryland use the adult basic education program all the voluntary resources that we have voluntary agencies the programs described by Jane still only reach about 4 percent--50,000 people in the State who need this kind of help. And that's with the recruiting and the ongoing programs. We just don't have the resources to do it.

We have in our EASL program, one thing that we talked about briefly, we mentioned that the increase in the literacy is due to a great percent, a great deal to the number of foreign born who have entered our programs. In Maryland we serve 6,000 EASL students, which is the second language students last year. One class that we brought representatives for the Department of Education down there, had 43 students in 27 languages represented in that class. In Prince Georges County, Md.—a neighboring county over there. So those are the kind of problems we deal with because we don't have the ability to——

Mr. SIMON. What percentage of the illiterate adult population were you reaching? With your program and all the other programs.

Ms. EGGERT. One of the statistics is that approximately 10 percent are reached by adult basic education programs and an additional 1 percent by volunteer efforts.

So there are still some that we have to deal with.

Mr. SIMON. Mr. Erdahl, and may I apologize once again for having to, because of another meeting, I am going to have to get to, but I appreciate your testimony and that of the other witnesses, I mentioned earlier after you appear the possibility of some evening bull session sometime, talking about where we might go. It strikes me the four of you might be a pretty good part of that evening bull session that we may try and take advantage of.

Mr. ERDAHL. Thank you, Mr. Chairman.

And I want to thank the members of the panel for, I think a very good and helpful testimony.

Let me just touch on a couple things, because the bells ringing mean we have session in a few minutes.

Mr. Manasa, you mentioned, you know, the use of undergraduates as tutors. How many schools and universities in the country are now involved in this? You have a pilot program, you talked

about, in Miami in this area. How extensive is it at the present time?

Mr. MANASA. Oh, I should say that the Miami project ran from 1969 to 1973, when it ended, soon after I came to town to get it started here as a national effort. There is as yet no university doing this. So we are talking to what amounts to a one-horse outfit.

Mr. ERDAHL. A great potential. Another question that comes to mind, this could be to any one of you on the panel, if we think about, as I believe Mr. Bell was talking about, we are living in the electronic ages down the road where there will be schools with no books, and so forth.

What about using TV as a method of teaching people to read. How extensive is that. I see some people nodding.

Ms. HEISER. There is a pilot project, the thing in the Department of Education in New Jersey that has been working with Literacy Volunteers of America to try to establish that kind of thing. Similar to Sesame Street, or the electric company for the adult. When I approach someone from public broadcasting in Maryland about couldn't they do something like the GED tapes, which is high school equivalency on television, in Spanish, or the same kind of program from the adult reader, he told me it costs close to $500,000 to produce that and where were they going to get the money. So there wasn't much of a response from that quarter. The one thing that you said about technology, when we were going full tilt with our program, meaning having 30 full-time CETA tutors plus close to 100 volunteers in reaching 500 students a month before CETA funds were cut, the average waiting list for an adult for any of these programs was close to 100. We have been cut back so we are doing close to that again. Our waiting list is now close to 300. The economy has brought people to us that we probably never would have seen before. Because when someone who is making it, they use all their compensation skills and they learn their jobs, they do really well. When they lose their jobs today, there isn't very much you can do without taking a test and so they come out of the work market and they cannot get back in because they can't take the test that will qualify them for something else.

Mr. ERDAHL. When you speak about the money involved, it struck me, I believe, in Ms. Eggert's testimony where it says the average annual cost, and this is on page 4, per student has been estimated by LVA as $67.42. I think we have put some of these things into perspective, and Mr. Simon and I have talked about this privately and in other meetings, we have a projected military budget over the next several years that is going to cost us, if it is enacted, $36 million an hour. And so some of these things, I think we talk about priorities, and that seems to be a——

Ms. Koloski, you seemed to want to respond a little bit ago.

Ms. KOLOSKI. I just wanted to follow up to Jane's comment on people waiting and the need for employability skills. We had an incident in Maryland again where a company in Maryland closed its plant and a whole bunch of union members were laid off. Well, the director of the Baltimore City AFL–CIO came down and in a great burst of publicity said that the union took care of their own and was about to place these people in new positions. The problem was 80 percent of those people who were going to be placed were illiter-

ate and could not read or write well enough to get the positions, so the whole thing fell absolutely flat on its face. So it is just really followup. There are many more we don't know about, who the current economic state is going to bring to our doors for our service.

Mr. ERDAHL. Another question that came up, and I think this is from what Ms. Eggert said, we talked about people being illiterate, but illiterate of English? I guess we are getting the whole business, as kids call it, that English as a second language in parts of the public school system. How does one make a distinction there between who might be very literate—I think there are some Vietnamese people that we have gotten to know who are literate in Vietnamese, French, Chinese, and yet didn't speak English.

Ms. EGGERT. We do have English as a second language component of our programs. And as you said there are several kinds of people who are speakers of other languages. Some of them are not really literate in their own language. They have difficulty in even speaking their own language and obviously others—a particular family I was speaking of was a family that had the grandfather was a Buddhist priest and the father had a college degree, and the mother was a high school grad, had taught school over in Southeast Asia. But there are methods for teaching both of those kinds. Obviously they had different problems—difficulties.

Mr. ERDAHL. Another question; I'll address this one to Ms. Kolosky. When you talk about adult literacy in this country, and this could be to any member of the panel, and I am not minimizing the need that we have as a society to teach adults how to read, but isn't the basic problem with adult illiteracy the fact that we are not teaching our kids how to read?

That seems so obvious, that at some place along the way our educational systems have failed, I think most States have requirements that people stay in school to a certain age, and if we have an 18-year-old who cannot read, obviously he was a 10- or a 12-year-old who couldn't read either.

Ms. KOLOSKI. I think that's a fair statement, and I must go back to Secretary Bell's comments earlier on that we are in fact increasing the literacy rate of graduates from high schools. I think that if you look at dropout rates over the last 10 years on a longitudinal basis, you find that the holding power of schools has been about 75 percent at the secondary level. Maybe those 25 percent of those students become our students in the future. The number has grown, because our population has increased in that area, but in fact the number of people who have left programs, have in fact pretty much stayed on a level percentage. Also the new foreign born come in and once again you get back to the notion of what is literacy. Our society is demanding more and more people to become literate. It is true we pick up the problems that are not taken care of in the public school system. But I also think in all fairness to the public schools, and I am a public educator, that they have tried to take on a multitude of jobs. We educate the disadvantaged, the handicapped, we provide birth control pills, we provide bus transportation, we have desegregated schools. I think we need to look at that and see that we have asked the public schools in fact to take on the bulk of the problems of society and I think that in all fairness to them, we know that their resources are limited in what they can

do is the case. But yes, it is true, we get many of their problems, but there are also a great many people—the average age of participants in adult education programs is about 30. The number of people taking the GED is decreasing every year so I think the average age right now is around 21. But in fact we deal with an older population. Many people have gone through the system who have dropped out because of the depression and the war and never had an opportunity to participate.

Mr. ERDAHL. I don't disagree with that, but it seems still that we should properly stress that most of us learned to read and that we have a little girl who is a first grader, who is all excited because she can read about green eggs and ham or whatever it is. And this is an exciting time and so I think this is where we really have to put the stress, to try to see that those kids in that first grade, or in kindergarten, first couple three grades learn to read. And something must be wrong if they are coming—you know, you said—I underscore another question about high school graduates who can't read. How in the world did they go through 12 years of school and still not meet some basic reading skills?

Ms. HEISER. I don't want to blame—one of the questions people ask me—particularly—newspaper reporters, you know, is the school to blame. You mentioned your daughter. With the number of adult illiterates in this country, adult nonreaders, no matter what the schools do, even if they increase their efforts 100 percent, there is going to be a certain percentage of children who need extra help. If they cannot compound and get it, how many times do you help that first grader with their reading? How many children in this country go home and have no parent to help them with their homework. They need it. With 30 children in a classroom, there needs to be some parental support at home. If they can't get it at home, so many people of an older age have come to us that way and the mother comes and can't even read the child's report card to know how the child is doing to keep on top of it. It gets to be a problem. So you have to work from both ends.

Ms. KOLOSKI. There have been lots of studies on the title I programs that indicate a very high correlation between children who fail in school and parents who are illiterate. Again referring to Jane's comment that if the parents can't read or write, and have no value for reading or writing, because they would turn to us by the system and they have scraped and scrounged through their life to make it without that ability, they don't foster that in their children. Their child will never have that problem, nor will mine, but in fact that is very much the common.

The other comment, I guess to look on the positive side, 20 percent of our adult population is illiterate, but 80 are literate and I will venture that probably the bulk of that 80 percent went to public schools. So I always have to take the other side of the picture on that.

Mr. ERDAHL. I think those are very valid points, and ones that we need to stress as well.

I just want to thank the panel for being here. I think we are dealing with a problem that will not go away by itself. We have to respond to it. It is going to cost money, it is going to take—I think, as Mr. Bell said, the emphasis on the States, but I think frankly it

is also going to take the continued and maybe an expanded emphasis on the part of the Federal Government. I think people like yourselves—I notice there is a clipping in my file here from Mrs. Barbara Bush—I happened to be on a plane trip and had a chance to visit with her about 1 week ago, and this is one of the things she talks about as she goes around the country. And I think that is good because here you have a nationally identified spokesperson to first of all to maybe shake us up a bit and to say that, you know, what are we among nations, 47th or something? It is appalling when we look at other nations; the Japanese and others that do much better in literacy than we do and those kind of facts, figures, I think startle people and maybe we need to be startled to get things moving in a more proper direction.

I want to thank all of you for being here today and the meeting stands adjourned.

[Whereupon, at 11:55 a.m., the subcommittee was adjourned.]

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